

To all members of the Planning  
Applications Committee

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Your Ref:

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21 June 2016

Your contact is: Nicky Simpson - Committee Services

**NOTICE OF MEETING - PLANNING APPLICATIONS COMMITTEE - 29 JUNE 2016**

A meeting of the Planning Applications Committee will be held on Wednesday 29 June 2016 at 6.30 pm in the Council Chamber, Reading. The Agenda for the meeting is set out below.

Please note that with regard to the planning applications, the order in which applications are considered will be at the Chair's discretion, and applications on which members of the public have requested to speak are likely to be considered first.

**AGENDA**

	<u>ACTION</u>	<u>WARDS AFFECTED</u>	<u>PAGE NO</u>
1. MINUTES OF THE PLANNING APPLICATIONS COMMITTEE HELD ON 1 JUNE 2016		-	1
2. DECLARATIONS OF INTEREST	-	-	-
3. QUESTIONS	-	-	-
4. POTENTIAL SITE VISITS FOR COMMITTEE ITEMS	DECISION	BOROUGHWIDE	8
5. PLANNING APPEALS	INFORMATION	BOROUGHWIDE	11
6. APPLICATIONS FOR PRIOR APPROVAL	INFORMATION	BOROUGHWIDE	18
7. DEPARTMENT FOR COMMUNITIES AND LOCAL GOVERNMENT VS WEST BERKSHIRE DISTRICT COUNCIL AND READING BOROUGH COUNCIL: REPORT OF THE JUDGEMENT OF THE COURT OF APPEAL	INFORMATION	BOROUGHWIDE	32

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8.	STREET NAME ASSIGNMENT - GREEN PARK (VILLAGE)	DECISION	WHITLEY	37
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Planning Applications to be determined

Item(s)	Action	Ward(s)	Page
9	DECISION	ABBEY	49
10	DECISION	KATESGROVE	65
11	DECISION	MINSTER	87
12	DECISION	PARK	103
13	DECISION	PEPPARD	125
14	DECISION	TILEHURST	149
15	DECISION	OUT OF BOROUGH	159

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Members of the public who participate in the meeting will be able to speak at an on-camera or off-camera microphone, according to their preference.

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## BOROUGH WIDE

### SCHEDULE OF PLANNING APPLICATIONS TO BE DETERMINED

#### Planning Applications Committee - 29 June 2016

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Ward:	Abbey
Application Number	160476
Application Type	Full Planning Approval
Applicant	2TE Island Ltd
Address	Royal Court, Kings Road, Reading
Proposal	Creation of open canalside cafe terrace with brick servery.
Recommendation	Application Permitted
Item:	10
Page:	65
Ward:	Katesgrove
Application Number	160558
Application Type	Full Planning Approval
Applicant	Lainston Woodley Arms LLP
Address	The Woodley Arms Ph, Waldeck Street, Reading, RG1 2RF
Proposal	Erection of a block of 40 Studio student apartments including parking, amenity space and landscaping following demolition of existing public house. (Resubmission of 150134)
Recommendation	Permitted subject to Legal Agreement
Item:	11
Page:	87
Ward:	Minster
Application Number	151924
Application Type	Full Planning Approval
Applicant	Mr R Brown
Address	1 Castle Crescent, Reading, RG1 6AQ
Proposal	Refurbishment of 3 Castle Crescent to provide 5 residential dwellings including internal and external alterations. Demolition of existing outbuildings including existing coach house and garage. Development of 8 residential dwellings along eastern boundary of the site. All associated works include vehicular and pedestrian access, parking, landscaping and bin store provision.
Recommendation	Permitted subject to Legal Agreement
Item:	11
Page:	87
Ward:	Minster
Application Number	151925
Application Type	Listed Building Consent
Applicant	Mr R Brown
Address	1 Castle Crescent, Reading, RG1 6AQ
Proposal	Refurbishment of 3 Castle Crescent to provide 5 residential dwellings including internal and external alterations. Demolition of existing outbuildings including existing coach house and garage. Development of 8 residential dwellings along eastern boundary of the site. All associated works include vehicular and pedestrian access, parking, landscaping and bin store provision.
Recommendation	Application Permitted

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## BOROUGH WIDE

### SCHEDULE OF PLANNING APPLICATIONS TO BE DETERMINED

#### Planning Applications Committee - 29 June 2016

Item: 12  
Page: 103  
Ward: Park  
Application Number: 160841  
Application Type: Regulation 3 Planning Approval  
Applicant: Reading Borough Council  
Address: North of Whiteknights Reservoir, Whiteknights Road, Reading  
Proposal: Construction of a flood wall of approximately 73m in length and 1.8m high (minimum) adjacent to Whiteknights Road. Alterations to dam embankment to include regrading of slope and rock gabion retaining wall. Associated landscaping. Alterations to highway drainage. New vehicle and pedestrian access to allotments from Whiteknights Road (resubmission of 152205/REG).  
Recommendation: Permitted subject to Legal Agreement

Item: 13  
Page: 125  
Ward: Peppard  
Application Number: 160762  
Application Type: Regulation 3 Planning Approval  
Applicant: Reading Borough Council  
Address: 30 Lowfield Road, Caversham, Reading, RG4 6PA  
Proposal: Temporary permission (5 years) for 28 no. (2 bedroom) temporary accommodation units with vehicular access, car parking, communal amenity space, refuse and bicycle storage, a play area, and landscaping.  
Recommendation: Application Permitted

Item: 14  
Page: 149  
Ward: Tilehurst  
Application Number: 160705  
Application Type: Regulation 3 Planning Approval  
Applicant: Directorate of Environment and Neighbourhoods Services  
Address: Meadway Sports Centre, Conwy Close, Tilehurst, Reading, RG30 4BZ  
Proposal: Proposed extension to an existing car park at The Meadway Leisure Centre in Conwy Close, Tilehurst.  
Recommendation: Application Permitted

Item: 15  
Page: 159  
Ward: Out Of Borough  
Application Number: 160712  
Application Type: Adjacent Authority Consultation  
Applicant: Bellway Homes (Thames Valley)  
Address: Land at junction of Mill Lane, Bath Road, Calcot, Reading  
Proposal: Erection of 45 dwellings (including affordable housing) with public open space, hard and soft landscaping and creation of a new vehicular access from The Chase with associated pedestrian improvements.  
Recommendation: Observations sent

## KEY TO CODING OF PLANNING APPLICATIONS

1. Planning application reference numbers are made up of 2 parts.
  - 1.1 The number begins with the year e.g. 15
  - 1.2 This is followed by a consecutive number, showing what number the application is in any year (e.g. 150128).
  
2. The following is a key to existing officers with their direct dial telephone numbers.

GF1	-	Giorgio Framalicco	9372604
KAR	-	Kiaran Roughan	9374530
LEB	-	Lynette Baker	9372413
JW6	-	Julie Williams	9372461
RJE	-	Richard Eatough	9373338
JPM	-	Johnathan Markwell	9372458
BFP	-	Ben Pratley	9372417
SDV	-	Steve Vigar	9372980
CR2	-	Claire Ringwood	9374545
CJB	-	Christopher Beard	9372430
SGH	-	Stephen Hammond	9374424
MDW	-	Mark Worringham	9373337
AJA	-	Alison Amoah	9372286
SEH	-	Sarah Hanson	9372440
POA	-	Peter Owusu Ansah	9373827
KMR	-	Kate McHale	9374294
RSC	-	Ralph Chakadya	9372993
BXP	-	Boja Petkovic	9372352
MJB	-	Mathew Burns	9373625
JS3	-	Jasmine Singh	9372418
JG2	-	John Gregory	9372446
HB3	-	Heather Banks	9374175
EH1	-	Ethne Humphreys	9374085
DM2	-	Daniel Murkin	9374237
SKB	-	Sarah Burr	9374227
SD5	-	Sarah Duckworth	9374294

**GUIDE TO USE CLASSES ORDER  
and Permitted Changes of Use (England)**

Use Classes (Amendment) Order 2005	Use Classes Order 1972	Description	General Permitted Development (Amendment) Order 2005
<b>A1</b> Shops	Class I	<ul style="list-style-type: none"> <li>Shops, retail warehouses, hairdressers, undertakers, travel and ticket agencies, post offices, dry cleaners, internet cafes, etc.</li> <li>Pet shops, cat-meat shops, tripe shops, sandwich bars</li> <li>Showrooms, domestic hire shops, funeral directors</li> </ul>	No permitted changes
<b>A2</b> Financial and Professional Services	Class II	<ul style="list-style-type: none"> <li>Banks, building societies, estate and employment agencies</li> <li>Professional and financial services, betting offices</li> </ul>	Permitted change to A1 <i>where a ground floor display window exists</i>
<b>A3</b> Restaurants and Cafes		Restaurants, snack bars, cafes	Permitted change to A1 or A2
<b>A4</b> Drinking Establishments		Pubs and bars	Permitted change to A1, A2 or A3
<b>A5</b> Hot Food Take-Aways		Take-Aways	Permitted change to A1, A2 or A3
<b>Sui Generis</b>		Shops selling and/or displaying motor vehicles, retail warehouse clubs, laundrettes, taxi or vehicle hire businesses, amusement centres, petrol filling stations	No permitted change
<b>B1</b> Business	Class II  Class III	(a) Offices, not within A2 (b) Research and development, studios, laboratories, high tech (c) Light industry	Permitted change to B8 <i>where no more than 235m</i>
<b>B2</b> General industry	Class IV-IX	General industry	Permitted change to B1 or B8 <i>B8 limited to no more than 235m</i>
<b>B8</b> Storage or Distribution	Class X	Wholesale warehouse, distribution centres, repositories	Permitted change to B1 <i>where no more than 235m</i>
<b>Sui Generis</b>		Any work registrable under the Alkali, etc. Works Regulation Act, 1906	No permitted change
<b>C1</b> Hotels	Class XI	Hotels, boarding and guest houses	No permitted change
<b>C2</b> Residential Institutions	Class XII Class XIV	<ul style="list-style-type: none"> <li>Residential schools and colleges</li> <li>Hospitals and convalescent/nursing homes</li> </ul>	No permitted change
<b>C2A</b> Secure residential institutions		Prisons, young offenders institutions, detention centres, secure training centres, custody centres, short-term holding centres, secure hospitals, secure local authority accommodation or use as military barracks.	No permitted change
<b>C3</b> Dwelling houses		<ul style="list-style-type: none"> <li>Single occupancy or single households (in the family sense);</li> <li>No more than six residents living as a single household where care is provided;</li> <li>No more than six residents living as a single household where the building is managed by a local housing authority, a registered social landlord, a police authority, a fire authority, or a health service body.</li> </ul>	Permitted to change to C4
<b>C4</b> Houses in multiple occupation		Use of a dwellinghouse by between three and six residents, who do not form a single household (in the family sense) and share basic facilities (toilet, bathroom or kitchen).	Permitted to change to C3
<b>Sui Generis</b>		<ul style="list-style-type: none"> <li>House in multiple occupation with more than six residents</li> <li>Hostel</li> </ul>	No permitted change

<b>D1</b> Non-Residential Institutions	Class XIII Class XV Class XVI	<ul style="list-style-type: none"> <li>• Places of worship, church halls</li> <li>• Clinics, health centres, creches, day nurseries, consulting rooms</li> <li>• Museums, public halls, libraries, art galleries, exhibition halls</li> <li>• Non-residential education and training centres</li> </ul>	No permitted change
<b>D2</b> Assembly and Leisure	Class XVII Class XVIII	<ul style="list-style-type: none"> <li>• Cinemas, music and concert halls</li> <li>• Dance, sports halls, swimming baths, skating rinks, gymnasiums</li> <li>• Other indoor and outdoor sports and leisure uses, bingo halls, casinos</li> </ul>	No permitted change
<b>Sui Generis</b>	Class XVII	Theatres, nightclubs	No permitted change



Present: Councillor Livingston (Chair);

Councillors Ballsdon, Duveen, Gavin, Hacker, Hopper, McKenna, Page, Pearce, Robinson, Singh, J Williams and R Williams.

Apologies: Councillor Lawrence.

## RESOLVED ITEMS

### 1. MINUTES

The Minutes of the meeting held on 27 April 2016 were agreed as a correct record and signed by the Chair.

### 2. SITE VISITS

The Director of Environment and Neighbourhood Services submitted, at the meeting, a schedule of applications to be considered at future meetings of the Committee to enable Councillors to decide which sites, if any, they wished to visit prior to determining the relevant applications.

Resolved -

That the under-mentioned application, together with any additional applications which the Head of Planning, Development and Regulatory Service might consider appropriate, be the subject of an unaccompanied site visit:

#### 160762/FUL - 30 LOWFIELD ROAD, CAVERSHAM

Temporary permission (5 years) for 28 (2 bedroom) temporary accommodation units with vehicular access, car parking, communal amenity space, refuse and bicycle storage, a play area, and landscaping.

### 3. PLANNING APPEALS

#### (i) New Appeals

The Director of Environment and Neighbourhood Services submitted a schedule giving details of notification received from the Planning Inspectorate regarding a planning appeal, the method of determination for which she had already expressed a preference in accordance with delegated powers, which was attached as Appendix 1 to the report.

#### (ii) Appeals Recently Determined

The Director of Environment and Neighbourhood Services submitted details of a decision that had been made by the Secretary of State, or by an Inspector appointed for the purpose, which were attached as Appendix 2 to the report.

#### (iii) Reports on Appeal Decisions

There were no reports on appeal decisions.

Resolved -

- (1) That the new appeal, as set out in Appendix 1, be noted;
- (2) That the outcome of the recently determined appeal, as set out in Appendix 2, be noted.

#### 4. APPLICATIONS FOR PRIOR APPROVAL

The Director of Environment and Neighbourhood Services submitted a report giving details in Table 1 of 24 pending prior approval applications, and in Table 2 of 13 applications for prior approval decided between 15 April and 18 May 2016.

Resolved - That the report be noted.

#### 5. PLANNING APPLICATIONS

The Committee considered reports by the Director of Environment and Neighbourhood Services.

Resolved -

- (1) That, subject to the conditions now approved, permission be granted under planning legislation and, where appropriate, under the Advertisement Regulations, as follows:

##### 160525/LBC - THE THREE GUINEAS PUBLIC HOUSE, STATION APPROACH

Internal alterations at basement, ground and first floors. Redecoration works to exterior including restoration of clock tower and removal of ladder and roof barrier from front elevation. New signage.

An update report was tabled at the meeting which gave details of additional representations received, additional material provided by the applicant and comments from the Council's Conservation Consultant on this material. Plans and sectional details of the kitchen ventilation system were appended to the update report. The update report recommended additions to, amendments to and deletion of conditions.

Granted as recommended.

Conditional planning permission and informatives as recommended in the original report, with additions to, amendments to and deletion of conditions as set out in the update report.

Comments received and considered.

Supporter Richard Bennett attended the meeting and addressed the Committee on this application.

##### 160535/ADV - THE THREE GUINEAS PUBLIC HOUSE, STATION APPROACH

2 off single sided cartouches, 1 off timber fascia with painted display, 1 off built up brass motif with internal LED illumination, 3 off suspended light boxes

suspended from canopy beams, 1 off internally illuminated logo, 5 off brass lanterns, 2 off brass lanterns.

An update report was tabled at the meeting regarding related application 160525/LBC.

It was reported at the meeting that a late consultation response had been received from Highways, who had no objection to the application.

Granted as recommended.

Conditional planning permission and informatives as recommended in the original report.

Comments received and considered.

Supporter Richard Bennett attended the meeting and addressed the Committee on this application.

#### 160550/FUL - 4A HOWARD STREET

Change of use from 8 bedroom house in multiple occupation (HMO) (Sui Generis) to 9 bedroom HMO (Sui Generis) to include internal changes, demolition of existing rear projection and erection of single storey rear extension.

An update report was tabled at the meeting which gave details of a further consultation response received and officer comments on this.

Granted as recommended.

Conditional planning permission and informatives as recommended in the original report, with an additional condition to require removal of the satellite dish.

Comments and objections received and considered.

#### 160551/LBC - 4A HOWARD STREET

Change of use from 8 bedroom house in multiple occupation (HMO) (Sui Generis) to 9 bedroom HMO (Sui Generis) to include internal changes, demolition of existing rear projection and erection of single storey rear extension.

An update report was tabled at the meeting which gave details of a further consultation response received and officer comments on this.

Granted as recommended.

Conditional planning permission and informatives as recommended in the original report, with an additional condition to require removal of the satellite dish.

Comments and objections received and considered.

#### 160707/LBC - 61 BAKER STREET

Replacement of glazed conservatory roof with a warm roof finished with Tapco

slate tiles.

An update report was tabled at the meeting which gave details of an additional public consultation response received. A sample Tapco slate tile was shown at the meeting.

Granted as recommended.

Conditional planning permission and informatives as recommended in the original report.

Comments received and considered.

#### 160358/VAR - 3-5 KING STREET

Application to vary condition 12 of planning permission 150051 to allow the A3 (restaurant/café use) to open until 0030 on Thursday, Friday and Saturday nights (Current approval is for closing at 2300 on these nights. Opening hours on other days unaffected at 0800-2300).

An update report was tabled at the meeting which gave details of an additional response received from Licensing officers and details of waste collection arrangements.

Section 73 variation to planning permission 150051 granted as recommended in the original report.

Condition 12 adjusted and additional conditions and informatives as recommended in the original report.

Comments received and considered.

#### 160018/NMA - ST MARTIN'S PRECINCT, CHURCH STREET, CAVERSHAM

Non-material Amendment to condition 2 of planning permission 140997 to include phasing plan within the list of approved drawings to allow the conditions to be discharged in a phased manner and the development to be carried out in stages.

A copy of the phasing plan was tabled at the meeting, which had been omitted from the original report.

Non-material amendment granted as recommended.

Amendments to conditions and additional informatives as recommended.

Comments received and considered.

#### 160628/FUL - WREN, FORMERLY KNOWN AS ELVIAN SCHOOL, BATH ROAD

Removal of the existing temporary classroom accommodation, the erection of eight temporary accommodation units to provide classroom and staff accommodation, temporary hard play space, access and parking arrangements, and the removal of a limited number of trees over a 2 year period.

An update report was tabled at the meeting which gave details of a letter of support received from the Education Funding Agency. It also stated that an acceptable Travel Plan had been received and recommended removal of the condition to require submission of a Travel Plan.

Granted as recommended.

Conditional planning permission and informatives as recommended in the original report, with removal of the Travel Plan submission condition as recommended in the update report.

Comments received and considered.

- (2) That consideration of the following applications be deferred for the reasons indicated:

**151924/FUL & 151925/LBC- 1 CASTLE CRESCENT**

Refurbishment of 3 Castle Crescent to provide 5 residential dwellings including internal and external alterations. Demolition of existing outbuildings including existing coach house and garage. Development of 8 residential dwellings along eastern boundary of the site. All associated works include vehicular and pedestrian access, parking, landscaping and bin store provision.

Deferred for further discussions on affordable housing.

- (3) That, subject to the requirements indicated, the Head of Planning, Development and Regulatory Services be authorised to determine the following applications under planning legislation:

**152110/FUL - UNIVERSITY OF READING, SHINFIELD ROAD**

Construction of three tennis courts covered with an air dome including lighting and heating with associated fencing and storage container (to north of existing tennis courts and to west of Windsor Hall).

An update report was tabled at the meeting which gave details of comments from Berkshire Archaeology.

The issue of planning permission to be dependent on the completion of a Section 106 legal agreement by 1 July 2016 (unless a later date be agreed by the Head of Planning, Development and Regulatory Services), to secure the Heads of Terms set out in the original report.

In the event of the requirements set out not being met, the Head of Planning, Development and Regulatory Services be authorised to refuse permission.

Conditional planning permission and informatives as recommended in the original report.

Comments and objection received and considered.

**160574/FUL - UNIVERSITY OF READING, SHINFIELD ROAD**

Temporary Academic and Office Accommodation.

An update report was tabled at the meeting which gave further information regarding sustainable drainage.

The issue of planning permission to be dependent on the completion of a Section 106 legal agreement by 30 June 2016 (unless a later date be agreed by the Head of Planning, Development and Regulatory Services), to secure the Heads of Terms set out in the original report.

In the event of the requirements set out not being met, the Head of Planning, Development and Regulatory Services be authorised to refuse permission.

Conditional planning permission and informatives as recommended in the original report.

Comments received and considered.

6. EXCLUSION OF THE PRESS AND PUBLIC

Resolved -

That, pursuant to Section 100A of the Local Government Act 1972 (as amended) members of the press and public be excluded during consideration of item 7 below, as it was likely that there would be disclosure of exempt information as defined in the relevant Paragraphs of Part 1 of Schedule 12A (as amended) to that Act.

7. PLANNING APPLICATION - 160538/VAR - 89 WHITEKNIGHTS ROAD

The Committee considered a report by the Director of Environment and Neighbourhood Services.

Resolved -

That, subject to the conditions now approved, permission be granted under planning legislation and, where appropriate, under the Advertisement Regulations, as follows:

160538/VAR - 89 WHITEKNIGHTS ROAD

Application for Change of use of an existing licensed HMO to a children's care home without complying with condition no. 4, of planning permission 141799, to allow children aged 4-17 years to be able to stay in the premises.

An update report was tabled at the meeting which gave details of further consultation responses received from Transport officers and neighbours and of a petition which had been received, objecting to the application.

Section 73 variation to planning permission 141799 granted as recommended.

Condition 4 amended and other conditions and informatives to remain as in planning permission 141799, as recommended in the original report.

## PLANNING APPLICATIONS COMMITTEE MINUTES - 1 JUNE 2016

Comments and objections received and considered.

Objectors Michael Simpson and Marianne Ailes, supporter Nicola Akhurst and Ward Councillor, Councillor White, attended the meeting and addressed the Committee on this application.

(Exempt information as defined in paragraphs 1 & 2).

(The meeting started at 6.30 pm and closed at 8.00 pm).

**READING BOROUGH COUNCIL  
REPORT BY DIRECTOR OF ENVIRONMENT & NEIGHBOURHOOD SERVICES**

<b>TO:</b>	<b>PLANNING APPLICATIONS COMMITTEE</b>		
<b>Date:</b>	<b>29 June 2016</b>	<b>AGENDA ITEM:</b>	<b>4</b>
<b>TITLE:</b>	<b>POTENTIAL SITE VISITS FOR COMMITTEE ITEMS</b>		
<b>SERVICE:</b>	<b>PLANNING</b>	<b>WARDS:</b>	<b>BOROUGH WIDE</b>
<b>AUTHOR:</b>	<b>Kiaran Roughan</b>	<b>TEL:</b>	<b>0118 9374530</b>
<b>JOB TITLE:</b>	<b>Planning Manager</b>	<b>E-MAIL:</b>	<b>kiaran.roughan@reading.gov.uk</b>

**1. PURPOSE AND SUMMARY OF REPORT**

- 1.1 To identify those sites where, due to the sensitive or important nature of the proposals, Councillors are advised that a Site Visit might be appropriate before the meeting of the next Committee (or at a future date) and to confirm how the visit will be arranged.

**2. RECOMMENDED ACTION**

- 2.1 That you resolve to visit the sites which will be identified by officers in a paper in the update Agenda on the day of the forthcoming Planning Applications Committee and confirm if there are any other sites Councillors consider necessary to visit before reaching a decision on an application.
- 2.2 That you confirm how the site will be visited, unaccompanied or accompanied, and if accompanied agree the site visit date and time.

**3. THE PROPOSAL**

- 3.1 The potential list of agenda items submitted since the last meeting of the Planning Applications Committee will be provided with the update Agenda on the day of forthcoming Planning Applications Committee. Where appropriate, I will identify those applications that I feel warrant a site visit by the Committee prior to formal consideration of the proposals.
- 3.2 Councillors may also request a site visit to other sites on that list if they consider it relevant to their ability to reach a decision on the application.
- 3.3 Officers may also recommend a site visit if they intend to report a normally delegated application to the Committee for a decision.
- 3.4 A site visit may also be proposed in connection with a planning enforcement issue which is before the Committee for consideration.
- 3.5 Site visits in the above circumstances should all take place in advance of a Committee decision and should only be used where the expected benefit is substantial.

- 3.6 A site visit is only likely to be necessary if the impact of the proposed development is difficult to visualise from the plans and any supporting material including photographs taken by officers (although, if this is the case, additional illustrative material should have been requested); or, there is a good reason why the comments of the applicant and objectors cannot be expressed adequately in writing; or, the proposal is particularly contentious.
- 3.7 Accompanied site visits consist of an arranged inspection by a viewing Committee, with officers in attendance and by arrangement with the applicant or their agent. Applicants and objectors however will have no right to speak but may observe the process and answer questions when asked. The visit is an information gathering opportunity and not a decision making forum.
- 3.8 Recently Councillors have expressed a preference to carry out unaccompanied site visits, where the site is easily viewable from public areas, to enable them to visit the site when convenient to them. In these instances the case officer will provide a briefing note on the application and the main issues to be considered by Councillors when visiting the site.
- 3.9 There may also be occasions where officers or Councillors request a post completion site visit in order to review the quality or impact of a particular development.

#### 4. CONTRIBUTION TO STRATEGIC AIMS

- 4.1 Planning services contribute to producing a sustainable environment and economy within the Borough and to meeting the 2015 -18 Corporate Plan objective for “Keeping the town clean, safe, green and active.” Under the heading, Neighbourhoods, the Corporate Plan aims to improve the physical environment - the cleanliness of our streets, places for children to play, green spaces, how we feel about our neighbourhood and whether we feel safe, have a sense of community and get on with our neighbours.

#### 5. COMMUNITY ENGAGEMENT AND INFORMATION

- 5.1 Statutory neighbour consultation takes place on planning applications.

#### 6. EQUALITY IMPACT ASSESSMENT

- 6.1 Officers when assessing an application and when making a recommendation to the Committee, will have regard to its duties Under the Equality Act 2010, Section 149, to have due regard to the need to—
- eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under this Act;
  - advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it;
  - foster good relations between persons who share a relevant protected characteristic and persons who do not share it.

#### 7. LEGAL IMPLICATIONS

- 7.1 None arising from this report.

**8. FINANCIAL IMPLICATIONS**

8.1 The cost of site visits is met through the normal planning service budget.

**9. BACKGROUND PAPERS**

Reading Borough Council Planning Code of Conduct.

Local Safety Practice 2013 Planning Applications Committee site visits.

READING BOROUGH COUNCIL

REPORT BY DIRECTOR OF ENVIRONMENT & NEIGHBOURHOOD SERVICES

TO:	PLANNING APPLICATIONS COMMITTEE		
DATE:	29 June 2016	AGENDA ITEM:	5
TITLE:	PLANNING APPEALS		
AUTHOR:	Kiaran Roughan	TEL:	0118 9374530
JOB TITLE:	Planning Manager	E-MAIL:	Kiaran.roughan@reading.gov.uk

1. PURPOSE AND SUMMARY OF REPORT

- 1.1 To report notifications received from the Planning Inspectorate on the status of various planning appeals.

2. RECOMMENDED ACTION

- 2.1 That you note the appeals received and the method of determination as listed in Appendix 1 of this report.
- 2.2 That you note the appeals decided as listed in Appendix 2 of this report.
- 2.3 That you note the Planning Officers reports on appeal decisions provided in Appendix 3 of this report.

3. INFORMATION PROVIDED

- 3.1 Please see Appendix 1 of this report for new appeals lodged since the last committee.
- 3.2 Please see Appendix 2 of this report for new appeals decided since the last committee.
- 3.3 Please see Appendix 3 of this report for new Planning Officers reports on appeal decisions since the last committee.

4. CONTRIBUTION TO STRATEGIC AIMS

- 4.1 Defending planning appeals made against planning decisions contributes to producing a sustainable environment and economy within the Borough and to meeting the 2015 -18 Corporate Plan objective for "Keeping the town clean, safe, green and active."

5. COMMUNITY ENGAGEMENT AND INFORMATION

- 5.1 Planning decisions are made in accordance with adopted local development plan policies, which have been adopted by the Council following public consultation. Statutory consultation also takes place on planning applications and appeals and this can have bearing on the decision

reached by the Secretary of State and his Inspectors. Copies of appeal decisions are held on the public Planning Register.

## 6. EQUALITY IMPACT ASSESSMENT

6.1 Where appropriate the Council will refer in its appeal case to matters connected to its duties Under the Equality Act 2010, Section 149, to have due regard to the need to—

- eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under this Act;
- advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it;
- foster good relations between persons who share a relevant protected characteristic and persons who do not share it.

## 7. LEGAL IMPLICATIONS

7.1 Public Inquiries are normally the only types of appeal that involve the use of legal representation. Only applicants have the right to appeal against refusal or non-determination and there is no right for a third party to appeal a planning decision.

## 8. FINANCIAL IMPLICATIONS

8.1 Public Inquiries and Informal Hearings are more expensive in terms of officer and appellant time than the Written Representations method. Either party can be liable to awards of costs. Guidance is provided in Circular 03/2009 “Cost Awards in Appeals and other Planning Proceedings”.

## 9. BACKGROUND PAPERS

9.1 Planning Appeal Forms and letters from the Planning Inspectorate.

## APPENDIX 1

### Appeals Lodged:

WARD: REDLANDS  
APPEAL NO: APP/E0345/W/16/3149280  
CASE NO: 152138  
ADDRESS: Wells Hall, Upper Redlands Road  
PROPOSAL: Application for approval of reserved matters (Appearance and appearance only) relating to Plots 23,24,25 and 26 following outline approval 12/01008/OUT (121820) as varied by permission 140858/VAR  
CASE OFFICER: Stephen Vigar  
METHOD: Written Representation  
APPEAL TYPE: REFUSAL  
APPEAL LODGED: 26.05.2016

WARD: KATESGROVE  
APPEAL NO: APP/E0345/D/16/3150501  
CASE NO: 160171  
ADDRESS: 121 Highgrove Street  
PROPOSAL: Part two storey and part single storey rear extension with loft conversion and internal alterations  
CASE OFFICER: Claire Ringwood  
METHOD: Householder Written Representation  
APPEAL TYPE: REFUSAL  
APPEAL LODGED: 27.05.2016

WARD: MINSTER  
APPEAL NO: APP/E0345/D/16/3151293  
CASE NO: 160319  
ADDRESS: Sunwood Field Road  
PROPOSAL: Hip to gable roof extension to include rear pitched roof dormer window and single storey rear extension.  
CASE OFFICER: Claire Ringwood  
METHOD: Householder Written Representation  
APPEAL TYPE: REFUSAL  
APPEAL LODGED: 08.06.2016

## APPENDIX 2

### Appeals Decided:

WARD: CAVERSHAM  
APPEAL NO: APP/E0345/W/16/3141701  
CASE NO: 150625  
ADDRESS: Land to rear of 47 Hemdean Road  
PROPOSAL: Proposed conversion and part demolition of storage building to form single new dwelling, incorporating 0.9m increase in ridge height.  
CASE OFFICER: Matthew Burns  
METHOD: Written Representation  
DECISION: DISMISSED  
DATE DETERMINED: 20.05.2016

WARD: ABBEY  
APPEAL NO: APP/E0345/W/C/15/3137299  
CASE NO: CB/003017/sr  
ADDRESS: Land and building at 141 Cardiff Road  
PROPOSAL: The breach of planning control as alleged in the notice is without planning permission the change of use from a B2 (Industrial) Use to a place of religious worship  
CASE OFFICER: Jonathan Markwell  
METHOD: Written Representation  
DECISION: DISMISSED - ENFORCEMENT NOTICE UPHELD  
DATE DETERMINED: 08.06.2016

WARD: ABBEY  
APPEAL NO: APP/E0345/W/C/15/3138913  
CASE NO: CB/003017/sr  
ADDRESS: Land and building at 141 Cardiff Road  
PROPOSAL: The breach of planning control as alleged in the notice is without planning permission the change of use from a B2 (Industrial) Use to a place of religious worship  
CASE OFFICER: Jonathan Markwell  
METHOD: Written Representation  
DECISION: DISMISSED - ENFORCEMENT NOTICE UPHELD  
DATE DETERMINED: 08.06.2016

WARD: ABBEY  
APPEAL NO: APP/E0345/W/C/15/3138914 & 3138915  
CASE NO: CB/003017/sr  
ADDRESS: Land and building at 141 Cardiff Road  
PROPOSAL: Time given to comply with the enforcement notice is too short  
CASE OFFICER: Jonathan Markwell  
METHOD: Written Representation  
DECISION: VARIED FROM THREE MONTHS TO NINE MONTHS- ENFORCEMENT NOTICE UPHEAD  
DATE DETERMINED: 08.06.2016

### APPENDIX 3

Address Index of Planning Officers reports on appeal decisions.

- Land and Building at 141 Cardiff Road, Reading

Ward: Abbey

Appeal No's: APP/E0345/C/15/3137299 / 3138913 / 3138914 / 3138915

Planning Ref: Subsequent to 150413 (Enforcement ref CB/00317/sr)

Site: Land and Building at 141 Cardiff Road, Reading, Berkshire, RG1 8JF

Proposal: Permanent change of use from general industrial (Class B2) to place of worship (Class D1). The requirements of the enforcement notice are to cease the use of land and the building erected thereon as a place of religious worship and return the said land and building to a B2 (Industrial) use. The period for compliance with the requirements is 3 months.

Decision level: Planning Applications Committee 22/07/15. Enforcement notice issued 09/10/15

Method: Written representations

Decision: Appeals dismissed. The enforcement notice is varied by deleting "Three months" from the "Time for Compliance" and replacing it with "Nine months". Subject to this variation the appeals are dismissed and the enforcement notice is upheld, and planning permission is refused on the application.

Date Determined: 8<sup>th</sup> June 2016

Inspector: Simon Hand MA

## 1. BACKGROUND

1.1 The Power of Faith Assemblies of God Church has occupied the industrial building (located within the Richfield Avenue Core Employment Area - CEA) for a number of years prior to and subsequent to securing a temporary 3 year permission in 2011. Planning permission for the permanent change of use to a place of worship was refused at Planning Applications Committee in July 2015. Given the retrospective nature of the use, an enforcement notice was served to cease the use and return the use to general industrial within 3 months. The enforcement notice was issued owing to the loss of employment land, road safety issues, and noise and disturbance to neighbours. The enforcement notice was appealed by both the occupier and the land owner.

## 2. SUMMARY OF DECISION

### Loss of employment land

2.1 The Inspector commented that there is a policy presumption against the permanent loss of the unit. The appellant suggested there to be a high level of vacancies in the CEA. However, the Council demonstrated through a 2015 audit (as part of the issues and options document associated with the emerging local plan) that the vacancy levels are skewed by large vacant sites in the area and the proportion of vacant smaller units is much smaller. The Inspector accepted the up to date evidence by the Council and commented "I do not think this policy should be undermined on an ad hoc basis because at a certain date there seemed to be other units that were vacant".

### Road safety and free flow of traffic

2.2 The Inspector concluded that when the hall is busy the required parking spaces exceed that possible at the site. The appellant stated that many people use a minibus, but the Inspector accepted the Council's evidence that a lot of people still arrive by car. Given there are no restrictions on the operational hours of neighbouring in units, the sharing of spaces could not be guaranteed. The Inspector concluded that there is a shortage of off-street parking for the unit, but it was unclear whether this would harm road safety or the free flow of traffic.

### Residential amenity

2.3 The Inspector considered the evidence put forward from nearby occupiers, outlining various noise and disturbance matters and also noted that the Church itself is mindful of the problems in this regard. The Inspector concluded that "it would be very difficult to control noise and disturbance from this particular user, not least because of the nature of their services and gatherings". Furthermore, the Inspector went on to state "I have considerable sympathy with the current users of the unit and I have no doubt that, as they say, they mean no disrespect to their neighbours, but it does seem the use, especially as it is carried out on Sundays, is a 'bad neighbour'... the harm to amenity also counts against the proposal".

### Other matter

2.4 The Inspector also commented on whether a further temporary permission would be acceptable, as per a request by the appellant (noting there is a current planning application for

a further temporary permission, which has not been determined pending the outcome of this appeal). The Inspector concluded that “While the temporary loss of the unit from B2 use would not be as serious as its permanent loss, the continuing noise and disturbance issues suggest a temporary permission would be unacceptable. There is also no suggestion as to what would change in the next few years to suggest a temporary permission would achieve a planning objective”.

Timeframes for compliance with the enforcement notice

2.5 The Inspector agreed with the appellant, despite acknowledging not having any specific evidence, to extend the period for the Church to vacate the premises from 3 to 9 months.

Head of Planning, Development & Regulatory Services Comment:

This is a pleasing outcome, where various Council officers have benefitted from a number of local residents providing helpful evidence to assist in the enforcement notice being upheld. Officers will seek to ensure that the enforcement notice is now fully complied with.

Site Plan & photograph



Site photograph showing the front elevation of the building (03/06/2015)

JPM

READING BOROUGH COUNCIL

REPORT BY THE DIRECTOR OF ENVIRONMENT & NEIGHBOURHOOD SERVICES

TO:	PLANNING APPLICATIONS COMMITTEE		
DATE:	29 June 2016	AGENDA ITEM:	6
TITLE:	APPLICATIONS FOR PRIOR APPROVAL		
AUTHOR:	Lynette Baker & Julie Williams		
JOB TITLE:	Area Team Leaders	E-MAIL:	<a href="mailto:Julie.williams@reading.gov.uk">Julie.williams@reading.gov.uk</a> <a href="mailto:Lynette.baker@reading.gov.uk">Lynette.baker@reading.gov.uk</a>

1. PURPOSE AND SUMMARY OF REPORT

- 1.1 To advise Committee of new applications and decisions relating to applications for prior-approval under the amended Town and Country Planning (General Permitted Development) Order (GPDO 2015).

2. RECOMMENDED ACTION

- 2.1 That you note the report.

3. BACKGROUND

- 3.1 At your meeting on 29 May 2013 a report was presented which introduced new permitted development rights and additional requirements for prior approval from the local planning authority for certain categories of permitted development. It was agreed then that a report be brought to future meetings for information and to include details of applications received for prior approval, those pending a decision and those applications which have been decided since the last Committee date.

4 TYPES OF PRIOR APPROVAL APPLICATIONS

- 4.1 The categories of development requiring prior approval under the Town and Country Planning (General Permitted Development) Order 2015 are summarised as follows:

- Householder development - single storey rear extensions. GPDO Part 1, Class A1(g-k).
- Change of use from A1 shops or A2 financial & professional, betting office, pay day loan shop or casino to A3 restaurants and cafes. GPDO Part 3 Class C.
- Change of use from A1 shops or A2 financial & professional, betting office or pay day loan shop to Class D2 assembly & leisure. GPDO Part 3 Class J.
- Change of use from A1 shops or A2 financial and professional or a mixed use of A1 or A2 with residential to Class C3 residential use. GPDO Part 3 Class M
- Change of use from an amusement arcade or a casino to C3 residential & necessary works. GPDO Part 3 Class N
- Change of use from B1 office to C3 residential. GPDO Part 3, Class O.
- Change of use from B8 storage or distribution to C3 residential. GPDO Part 3, Class P.

- Change of use from agricultural buildings and land to Class C3 dwellinghouses and building operations reasonably necessary to convert the building to the C3 use. GPDO Part 3 Class Q.
- Change of use of 150 sq m or more of an agricultural building (and any land within its curtilage) to flexible use within classes A1, A2, A3, B1, B8, C1 and D2. GPDO Part 3 Class R.
- Change of use from Agricultural buildings and land to state funded school or registered nursery D1. GPDO Part 3 Class S.
- Change of use from B1 (business), C1 (hotels), C2 (residential institutions), C2A (secure residential institutions and D2 (assembly and leisure) to state funded school D1. GPDO Part 3 Class T.
- Temporary use of buildings for film making for up to 9 months in any 27 month period. GPDO Part 4 Class E
- Development under local or private Acts and Orders (e.g. Railways Clauses Consolidation Act 1845). GPDO Part 18.
- Development by telecommunications code system operators. GPDO Part 16.
- Demolition of buildings. GPDO Part 11.

4.2 Those applications for Prior Approval received and yet to be decided are set out in the appended Table 1 and those applications which have been decided are set out in the appended Table 2. The applications are grouped by type of prior approval application. Information on what the estimated equivalent planning application fees would be is provided.

4.3 It should be borne in mind that the planning considerations to be taken into account in deciding each of these types of application are specified in more detail in the GDPO. In some cases the LPA will first need to confirm whether or not prior approval is required before going on to decide the application on its planning merits where prior approval is required.

4.4 Details of any appeals on prior-approval decision will be included elsewhere in the agenda.

## 5. CONTRIBUTION TO STRATEGIC AIMS

5.1 Changes of use brought about through the prior approval process are beyond the control or influence of the Council's adopted policies and Supplementary Planning Documents. Therefore it is not possible to confirm how or if these schemes will contribute to the strategic aims of the Council.

## 6. COMMUNITY ENGAGEMENT AND INFORMATION

6.1 Statutory consultation takes place in connection with applications for prior-approval as specified in the Order discussed above.

## 7 EQUALITY IMPACT ASSESSMENT

7.1 Where appropriate the Council must have regard to its duties under the Equality Act 2010, Section 149, to have due regard to the need to—

- eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under this Act;
- advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it;
- foster good relations between persons who share a relevant protected characteristic and persons who do not share it.

7.2 There are no direct implications arising from the proposals.

## 8. LEGAL IMPLICATIONS

8.1 None arising from this Report.

## 9. FINANCIAL IMPLICATIONS

9.1 Since the additional prior notifications were introduced in May 2013 in place of applications for full planning permission, the loss in fee income is estimated to be £621,708.

(Office Prior Approvals - £577,867: Householder Prior Approvals - £37,496:  
Retail Prior Approvals - £690: Demolition Prior Approval - £1220: Storage Prior Approvals - £4435)

*Figures since last report*

Office Prior Approvals - £0: Householder Prior Approvals - £1892

9.2 However it should be borne in mind that the prior notification application assessment process is simpler than would have been the case for full planning permission and the cost to the Council of determining applications for prior approval is therefore proportionately lower. It should also be noted that the fee for full planning applications varies by type and scale of development and does not necessarily equate to the cost of determining them.

## 10. BACKGROUND PAPERS

The Town and Country Planning (General Permitted Development) (England) Order 2015.

Table 1 - Prior-approval applications pending @ 13 June 2016

Application type CLASS A - Householder

Application type	Application reference number	Address	Ward	Proposal	Date Received	Target Determination Date	Comments	Equivalent planning application fee
Householder Prior Approval - Class A, Part 1 GPDO 2015	160812	74 Addington Road, Reading, RG1 5PX	Redlands	Rear extension measuring 6m in depth, with a maximum height of 2.7m, and 2.6m in height to eaves level.	03/05/2016	22/06/2016		£172
Householder Prior Approval - Class A, Part 1 GPDO 2015	160824	35 Wykeham Road, Reading, RG6 1NR	Park	Rear extension measuring 4m in depth, with a maximum height of 3m, and 2.8m in height to eaves level.	03/05/2016	19/07/2016		£172
Householder Prior Approval - Class A, Part 1 GPDO 2015	160827	126 Kidmore End Road, Emmer Green, Reading, RG4 8SP	Peppard	Rear extension measuring 7.6m in depth, with a maximum height of 4m, and 2.7m in height to eaves level.	04/05/2016	14/06/2016		£172
Householder Prior Approval - Class A, Part 1 GPDO 2015	160847	8 Waverley Road, Reading, RG30 2PX	Norcot	Rear extension measuring 6m in depth, with a maximum height of 3m, and 3m in height to eaves level.	06/05/2016	19/06/2016		£172

Application type	Application reference number	Address	Ward	Proposal	Date Received	Target Determination Date	Comments	Equivalent planning application fee
Householder Prior Approval - Class A, Part 1 GPDO 2015	160857	3 Knights Way, Emmer Green, Reading, RG4 8RJ	Peppard	Rear extension measuring 3.5m in depth, with a maximum height of 3m, and 2.15m in height to eaves level.	06/05/2016	16/06/2016		£172
Householder Prior Approval - Class A, Part 1 GPDO 2015	160916	20 Recreation Road, Tilehurst, Reading, RG30 4UA	Tilehurst	Rear extension measuring 4m in depth, with a maximum height of 3.013m, and 2m in height to eaves level.	16/05/2016	30/06/2016		£172
Householder Prior Approval - Class A, Part 1 GPDO 2015	160932	6 Talfourd Avenue, Reading, RG6 7BP	Park	Rear extensions measuring 4m and 5m in depth, with a maximum height of 3.1m, and 2.6m in height to eaves level.	23/05/2016	04/07/2016		£172
Householder Prior Approval - Class A, Part 1 GPDO 2015	160948	63 Barnsdale Road, Reading, RG2 7JG	Church	Rear extension measuring 3.99m in depth, with a maximum height of 2.75m and 2.4m in height to eaves level.	19/05/2016	29/06/2016		£172
Householder Prior Approval - Class A, Part 1 GPDO 2015	160988	77 Whiteknights Road, Reading, RG6 7BB	Park	Rear extension measuring 5m in depth, with a maximum height of 3.4m, and 2.8m in height to eaves level.	24/05/2016	04/07/2016		£172

Application type	Application reference number	Address	Ward	Proposal	Date Received	Target Determination Date	Comments	Equivalent planning application fee
Householder Prior Approval - Class A, Part 1 GPDO 2015	161009	24 Blenheim Road, Reading, RG1 5NQ	Redlands	Rear extensions measuring 6m and 4.25m in depth, with a maximum height of 3.5 m, and 2.15 m in height to eaves level.	27/05/2016	07/07/2016		£172
Householder Prior Approval - Class A, Part 1 GPDO 2015	161011	40 Blenheim Road, Reading, RG1 5NQ	Redlands	Rear extensions measuring 6m and 4.25m in depth, with a maximum height of 3.6 m, and 2.15 m in height to eaves level.	27/05/2016	17/07/2016		£172
Householder Prior Approval - Class A, Part 1 GPDO 2015	161012	69 Blenheim Road, Reading, RG1 5NG	Redlands	Rear extensions measuring 6m and 3m in depth, with a maximum height of 3.4 m, and 2.15 m in height to eaves level.	27/05/2016	07/07/2016		£172
Householder Prior Approval - Class A, Part 1 GPDO 2015	161031	26 Palmer Park Avenue, Reading, RG6 1DN	Park	Rear extension measuring 4m in depth, with a maximum height of 2.45m, and 2.3m in height to eaves level.	31/05/2016	14/07/2016		£172
Householder Prior Approval - Class A, Part 1 GPDO 2015	161060	Lamorna, Beechwood Avenue, Tilehurst, Reading, RG31 5BJ	Tilehurst	Rear extension measuring 5m in depth, with a maximum height of 3m, and 2.5m in height to eaves level.	06/06/2016	17/07/2016		£172

Application type	Application reference number	Address	Ward	Proposal	Date Received	Target Determination Date	Comments	Equivalent planning application fee
Householder Prior Approval - Class A, Part 1 GPDO 2015	161045	38 Dawlish Road, Reading, RG2 7SF	Whitley	Rear extension measuring 6m in depth, with a maximum height of 2.4m, and 2.2m in height to eaves level.	02/06/2016	13/07/2016		£172

#### Telecommunications Prior Approval applications pending

Application type	Application reference number	Address	Ward	Proposal	Date Received	Target Determination Date	Comments
Telecommunications Notification - Prior Approval	152166	Jct Woodcote Road and Richmond Road, Caversham, Reading	Thames	Replace 10m lamppost monopole with 13.2m phase 4 lamppost monopole with 1 no. additional equipment cabinet	02/12/2015	14/04/2016	

#### Demolition Prior Approval applications pending

Application type	Application reference number	Address	Ward	Proposal	Date Received	Target Determination Date	Comments	Equivalent planning application fee
Demolition Prior Approval	160661	Homebase, Kenavon Drive, Reading, RG1 3DH	Abbey	Application for prior notification of proposed demolition.	08/04/2016	09/09/2016		£305
Demolition Prior Approval	160970	Former Wickes Building, Weldale Street, Reading, RG1 7BW	Abbey	Application for prior notification of proposed demolition.	23/05/2016	29/07/2016		£305

Storage to Residential Prior Approval applications pending

Application type	Application reference number	Address	Ward	Proposal	Date Received	Target Determination Date	Comments	Equivalent planning application fee
Prior Approval CoU from storage (Class B8) to Dwellinghouse (Class C3)	160862	1a Beecham Road, Reading	Norcot	Notification for Prior approval for a change of use from Storage or Distribution Buildings (Class B8) and any land within its Curtilage to Dwellinghouses(Class C3). The proposed development comprises the change of use from storage (B8) to Residential (C3), converting 231.45 sqm of Storage into 2 x 1 bed and 2 x 2 bed dwellings.	09/05/2016	12/07/2016		£690

Prior Notification applications pending

Application type	Application reference number	Address	Ward	Proposal	Date Received	Target Determination Date	Comments
Prior Notification	160866	Footbridge, Reading West Station, RG30 1AS	Battle	Prior Approval under Part 18 Class A to Schedule 2 of the Town and Country Planning (General Permitted Development) (England) Order 2015 (the GPDO) for 'jacking up' of bridge to increase height of footway over railway, and raising of parapets.	10/05/2016	22/07/2016	

Retail Prior Approvals applications pending - None

Office to Residential Prior Approval applications pending - None

Table 2 - Prior-approval applications decided 18 May 2016 to 13 June 2016

Application type CLASS A - Householder

Application type	Application reference number	Address	Ward	Proposal	Date Received	Decision Date	Decision
Householder Prior Approval - Class A, Part 1 GPDO 2015	160679	6 Bramble Crescent, Tilehurst, Reading, RG30 4TX	Tilehurst	Rear extension measuring 6m in depth, with a maximum height of 2.7m, and 2.7m in height to rear eaves level.	08/04/2016	19/05/2016	Prior Approval NOT REQUIRED
Householder Prior Approval - Class A, Part 1 GPDO 2015	160684	40 Orchard Grove, Caversham, Reading, RG4 6NF	Peppard	Rear extension measuring 4.7m in depth, with a maximum height of 3.2m, and 2.25m in height to rear eaves level.	12/04/2016	20/05/2016	Prior Approval NOT REQUIRED
Householder Prior Approval - Class A, Part 1 GPDO 2015	160704	14 Brooklyn Drive, Emmer Green, Reading, RG4 8SS	Peppard	Rear extension measuring 6.5m in depth, with a maximum height of 3.9m, and 2.7m in height to eaves level.	14/04/2016	24/05/2016	Prior Approval NOT REQUIRED
Householder Prior Approval - Class A, Part 1 GPDO 2015	160727	342 Gosbrook Road, Caversham, Reading, RG4 8EG	Caversham	Rear extension measuring 3.25m in depth, with a maximum height of 2.95m and 2.95m in height to eaves level.	19/04/2016	27/05/2016	Prior Approval Notification - Refusal

Application type	Application reference number	Address	Ward	Proposal	Date Received	Decision Date	Decision
Householder Prior Approval - Class A, Part 1 GPDO 2015	160748	56 Hemdean Road, Caversham, Reading, RG4 7ST	Caversham	Rear extension measuring 3.9m in depth, with a maximum height of 3.83m, and 2.15m in height to eaves level.	22/04/2016	01/06/2016	Prior Approval NOT REQUIRED
Householder Prior Approval - Class A, Part 1 GPDO 2015	160759	247 Northumberland Avenue, Reading, RG2 7PZ	Church	Rear extension measuring 6m in depth, with a maximum height of 3m, and 2.85m in height to eaves level.	22/04/2016	27/05/2016	Prior Approval Notification - Refusal
Householder Prior Approval - Class A, Part 1 GPDO 2015	160760	91 Blandford Road, Reading, RG2 8RR	Whitley	Rear extension measuring 4m in depth, with a maximum height of 2.8m, and 2.8m in height to eaves level.	25/04/2016	25/05/2016	Prior Approval NOT REQUIRED
Householder Prior Approval - Class A, Part 1 GPDO 2015	160795	113 Connaught Road, Reading, RG30 2UE	Battle	Rear extension measuring 5m in depth, with a maximum height of 3.6m, and 2.4m in height to eaves level.	28/04/2016	07/06/2016	Prior Approval NOT REQUIRED
Householder Prior Approval - Class A, Part 1 GPDO 2015	160826	56 Salcombe Road, Reading, RG2 7LJ	Church	Rear extension measuring 3.1m in depth, with a maximum height of 3.4m, and 2.65m in height to eaves level.	04/05/2016	13/06/2016	Prior Approval Notification - Refusal

Application type CLASS O - Office to Residential

Application type	Application reference number	Address	Ward	Proposal	Date Received	Decision Date	Decision
Office Prior Approval - Class O, Part 3, GPDO 2016	160023	Upper Ground floor Havell House, 62-66 Queens Road, Reading, RG1 4AZ	Abbey	Change of use of Upper Ground Floor from Class B1(a) (offices) to C3 (dwelling houses) to comprise of 1 no. two bed flats and 2 no. one bed flats.	07/01/2016	02/06/2016	Prior Approval Notification - Approval
Office Prior Approval - Class O, Part 3, GPDO 2016	160024	Second Floor Havell House, 62-66 Queens Road, Reading, Berkshire, RG1 4AZ	Abbey	Change of use of second floor from Class B1(a) (offices) to C3 (dwelling houses) to comprise 4 no. one bed flats.	07/01/2016	02/06/2016	Prior Approval Notification - Approval
Office Prior Approval - Class O, Part 3, GPDO 2016	160025	Third Floor Havell House, 62-66 Queens Road, Reading, RG1 4AZ	Abbey	Change of use of the third floor from Class B1(a)(Offices) to C3 (dwelling houses) to comprise 2 no. two bed flats.	07/01/2016	02/06/2016	Prior Approval Notification - Approval

Application type	Application reference number	Address	Ward	Proposal	Date Received	Decision Date	Decision
Office Prior Approval - Class O, Part 3, GPDO 2016	160026	First Floor Havell House, 62-66 Queens Road, Reading, Berkshire, RG1 4AZ	Abbey	Change of use of first floor from Class B1(a) (offices) to C3 (dwelling houses) to comprise 4 no. one bed flats.	07/01/2016	02/06/2016	Prior Approval Notification - Approval
Office Prior Approval - Class O, Part 3, GPDO 2016	160502	The Old Bakehouse, 5 Ross Road, Reading, RG1 8EH	Abbey	Change of use of use from Class B1(a) (offices) to C3 (dwelling houses) to comprise 1 x 2 bed flat and 1 x 1 bed flat.	15/03/2016	27/05/2016	Prior Approval Notification - Approval

#### Retail to Residential applications decided

Application type	Application reference number	Address	Ward	Proposal	Date Received	Decision Date	Decision
Retail Prior Approval	160490	4a Bridge Street, Caversham, Reading, RG4 8AA	Caversham	Change of use of ground floor from Class A2 (Financial & Professional Services) to C3 (Dwellinghouses) to comprise of 1 flat.	11/03/2016	24/05/2016	Prior Approval Notification - Refusal

Telecommunications Prior Approval applications decided

Application type	Application reference number	Address	Ward	Proposal	Date Received	Decision Date	Decision
Telecommunications Notification - Prior Approval	152161	Lamppost on corner of Church End Lane and The Meadway, Reading	Norcot	Replace 12 metre lamppost monopole with a 13.2 metre phase 4 lamppost monopole with 1 additional equipment cabinet.	02/12/2015	26/05/2016	Application Withdrawn
Telecommunications Notification - Prior Approval	160640	Junction 11 M4/A33, Basingstoke Road, Reading	Whitley	Replacement of 15m high monopole with new 15m high phase 4 monopole with shrouded antennas. Installation of 1 no. additional equipment cabinet.	05/04/2016	25/05/2016	Prior Approval Notification - Approval

Storage to Residential Prior Approval applications decided - None

Demolition Prior Approval applications decided - None

Prior Notification applications decided - None

READING BOROUGH COUNCIL

REPORT BY DIRECTOR OF ENVIRONMENT

TO:	PLANNING APPLICATIONS COMMITTEE		
DATE:	29 <sup>th</sup> June 2016	AGENDA ITEM:	7
TITLE:	Department For Communities And Local Government vs West Berkshire District Council and Reading Borough Council: Report of the Judgement of the Court of Appeal		
SERVICE:	PLANNING	WARDS:	ALL
AUTHOR:	Kiaran Roughan Steven Quayle	TEL:	0118 9374530 0118 9372302
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1. PURPOSE AND SUMMARY OF REPORT

- 1.1 Committee will recall that West Berkshire District Council and Reading Borough Council applied for a judicial review of the Secretary of State's decision on 28 November 2014 to make a Written Ministerial Statement (WMS) to Parliament on changes to national planning policy. Those changes sought to exempt developments of 10 or less dwellings from planning obligations for affordable housing and social infrastructure contributions and to introduce a new measure known as the Vacant Building Credit. The policy changes set out in the Written Ministerial Statement were accompanied by amendments to the section on Section 106 agreements in the National Planning Practice Guidance ("NPPG").
- 1.2 The High Court handed down its judgement on the case on 31<sup>st</sup> July 2015. The High Court found in favour of the challenge by the local authorities and quashed the amendments to the National Planning Practice Guidance. The Secretary of State appealed the judgement and the Court of Appeal has now quashed the decision of the High Court. This report provides a concise summary of the judgement and its implications for this Council.

2. RECOMMENDED ACTION

- 2.1 That the Committee notes the Judgement of the Court of Appeal and that, consequently, the Council is considering the interpretation of its adopted policies on the provision of affordable housing in the future determination of planning applications where Policy DM6, in particular, is relevant.

3. BACKGROUND AND ISSUES

- 3.1 On 28<sup>th</sup> November 2014, Brandon Lewis MP, in a Written Ministerial Statement to Parliament, announced various changes to the government's planning policies. Subsequently, the NPPG was amended on 28 November 2014 to take on board the changes announced in Parliament. In summary the main changes affecting Reading Borough were:

- *Due to the disproportionate burden of developer contributions on small scale developers, for sites of 10-units or less, and which have a maximum combined gross floor space of 1,000 square metres, affordable housing and tariff style contributions should not be sought. This will also apply to all residential annexes and extensions.*
- *A financial credit, equivalent to the existing gross floorspace of any vacant buildings brought back into any lawful use or demolished for re-development, should be deducted from the calculation of any affordable housing contributions sought from relevant development schemes.*

The Written Ministerial Statement also referred to different thresholds for designated rural areas and Rural Exception Sites but, while the latter was of relevance to West Berkshire, it had no implications for Reading Borough.

- 3.2 The case was heard in the High Court over 2 days on 29<sup>th</sup> and 30<sup>th</sup> April 2015 by Mr Justice Holgate. The 2 councils were represented by David Forsdick, QC and Alistair Mills.
- 3.4 The grounds pursued at the hearing in relation to the national thresholds for affordable housing contributions and the vacant building credit are summarised as follows:-
1. The Secretary of State failed to take into account material considerations;
  2. The national policy is inconsistent with the statutory scheme and its purposes;
  3. The consultation process carried out by the Secretary of State was unfair;
  4. In deciding to adopt the new national policy the Secretary of State failed to comply with the public sector equality duty in section 149 of the Equality Act 2010; and
  5. The decision to introduce the new national exemptions from affordable housing requirements was irrational.
- 3.5 The Judgement found in favour of the challenge by the local authorities on 4 of the 5 grounds pursued at the hearing. In relation to Ground 5, the judge did not consider that he needed to consider this further in the light of his judgement on the other grounds.
- 3.6 His judgement quashed the amendments to the NPPG. He also ruled that the policies in the Written Ministerial Statement must not be treated as a material consideration in development management and development plan procedures and decisions.
- 3.7 The Secretary of State appealed the judgement on all grounds. The Court of Appeal, which comprised 3 senior judges including Lord Justice Dyson, Master of the Rolls, who is the most senior civil law judge, heard the case on 15 & 16 March 2016. The judgement was handed down on 11<sup>th</sup> May 2016. All four grounds of appeal succeeded and the appeal was allowed. The judgement quashed the decision of the High Court. Costs were awarded against the 2 local authorities.
- 3.8 As a result, the Written Ministerial Statement was reinstated. DCLG has now republished changes to the NPPG that reflect the original changes that were quashed in the High Court.

The Written Ministerial Statement and the changes to the NPPG therefore now become “other material considerations” in the determination of planning applications.

#### 4.0 COMMENTARY

- 4.1 This is a very disappointing decision. The Judgment in relation to Ground 2, which was central to the case, revolved around the application of basic legal principles in particular noting that the Secretary of State’s power to formulate and adopt national planning policy is not given by statute. It is an exercise of the Crown’s common law powers conferred by the Royal Prerogative. This played a major part in the judgment. Ministers have wide and extensive common law powers to do many things. It is up to Ministers to decide whether to exercise them, and if so to what extent.
- 4.2 The Court determined that, while the development plan is the starting-point for the decision-maker, it is not the law that greater weight is to be attached to it than to other material considerations. The Court also found that policy may overtake a development plan (“... a plan can become outdated and superseded by more recent guidance”).
- 4.3 On Ground 1, The High Court Judge considered that the Secretary of State had failed to take into account certain “obviously material” considerations in developing the policy set out in the Written Ministerial Statement. However the Court of Appeal decided the Secretary of State was not obliged to go further than he did into the specifics and in consequence is not to be faulted for a failure to have sufficient regard to relevant considerations in formulating the policy set out in the Written Ministerial Statement.
- 4.4 The High Court judgement had concluded that the Secretary of State had failed to give sufficient reasons for his proposal so as to enable intelligent consideration and responses to be given. He also concluded that the Secretary of State had failed to take the product of the consultation conscientiously into account. In particular he failed to consider evidence that the policy would have a substantial impact on affordable housing provision. The Court of Appeal found no criticism of the Minister both in terms of the fairness of the consultation and the adequacy of consideration to the responses to it.
- 4.5 The final ground revolved around the failure to undertake any Equality Impact Assessment prior to issuing of the new policy and the adequacy of the Assessment that was produced subsequent to the High Court Challenge. The High Court Judge had been very critical. However, the Court of Appeal considered that the judge was in error by his adoption of a more stringent and searching approach to the Equality Impact Assessment. They considered that compliance with the terms of Section 149 was achieved by what was done in this case.
- 4.6 While the appeal succeeded on all grounds, the decision provides some pertinent legal advice on the interpretation of ministerial policy. At paragraphs 16 -18 the decision sets out 2 principles:
- The decision maker cannot blindly follow a pre-existing policy without considering anything said to persuade him that the case in hand is an exception;
  - a policy-maker (notably central government) is entitled to express his policy in unqualified terms. He is not required to spell out the legal fact that the application of the policy must allow for the possibility of exceptions.

The Court accepted the statement made on behalf of the Secretary of State that, “*local circumstances may justify lower (or no) thresholds as an exception to the national policy.*” It is clear therefore that an LPA can seek to demonstrate that local

circumstances can be used to justify an exception to the WMS and NPPG. This is an area that local authorities will be picking up and is discussed in more detail below.

4.7 Consideration has been given to seeking leave to appeal to the Supreme Court, the Court of Appeal having refused permission. However, West Berkshire and Reading Borough Council have now made the decision to not to appeal.

4.8 It is intended that a report will be presented to the Strategic Environment Planning and Transport Committee on 13<sup>th</sup> July 2016 on the Court of Appeal result which will make a recommendation on how Policy DM6, in particular, will be interpreted in the light of the WMS and other material considerations, having considered the local circumstances.

## 5. CONTRIBUTION TO STRATEGIC AIMS

5.1 The Planning Service contributes to the Council's strategic aims in terms of:

- Seeking to meet the 2015 -18 Corporate Plan objective for “Keeping the town clean, safe, green and active.”
- Seeking to meet the 2015 -18 Corporate Plan objective for “Providing homes for those in most need.”
- Seeking to meet the 2015 -18 Corporate Plan objective for “Providing infrastructure to support the economy”

The High Court decision referred to in this report will specifically help the Council in the provision of affordable housing to meet the need for such housing in the Borough.

## 6. COMMUNITY ENGAGEMENT AND INFORMATION

6.1 The High Court judgement had highlighted the importance of ensuring that consultation documentation provides sufficient reasons for the proposals and that the product of, and responses to, consultation must be taken conscientiously into account before finalising policy. However, this is substantially watered down, certainly in relation to government policy in the light of the decision of the Court of Appeal

## 7 EQUALITY IMPACT ASSESSMENT

7.1 Where appropriate the Council must have regard to its duties under the Equality Act 2010, Section 149, to have due regard to the need to—

- eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under this Act;
- advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it;
- foster good relations between persons who share a relevant protected characteristic and persons who do not share it.

7.2 The Court of Appeal judgement appears to play down the importance of carrying out an Equality impact assessment as part of the development of policy and did not sanction the publication of a policy in the absence of such an assessment. However, it does not take away the clear need to undertake EQIA before finalising policy so that any policy is informed by such an assessment.

## 8. LEGAL IMPLICATIONS

8.1 These are dealt with in the Report.

## 9. FINANCIAL IMPLICATIONS

9.1 Costs have been awarded against the challenging councils by the Court of Appeal. There will, therefore, be financial implications resulting from judicial review. The Council's share of the costs of taking the case through the 2 court cases amount to nearly £40,000. A further £20,000 is now to be paid towards the costs of the Secretary of State.

9.2 Indirectly, the challenge has enabled the Council and other local authorities to benefit from the result of the High Court Challenge. The Council has been able to apply existing development plan policies that seek direct provision, or contributions towards the provision, of affordable housing and infrastructure within the Borough. Since the date of the Written Ministerial Statement, it is estimated that agreements have been signed for the provision of 3 affordable housing units and contributions of £1.2m towards affordable housing. In addition, as indicated in the main report, no planning application involving the provision of 10 or less dwellings has been approved to which the Community Infrastructure Levy will not apply. If the challenge had not been made, the Council would have had to approve planning applications before the introduction of the Community Infrastructure Levy that could not have been required to make any contributions towards infrastructure provision via a Section 106 agreement.

## 10. BACKGROUND PAPERS

Approved Judgements in Case No: CO/76/2015:

### High Court

West Berkshire District Council and Reading Borough Council -and - Department for Communities and Local Government, July 2015.

<http://www.bailii.org/ew/cases/EWHC/Admin/2015/2222.html>

### Court of Appeal

Department for Communities and Local Government, -and- West Berkshire District Council and Reading Borough Council, May 2016.

<http://www.bailii.org/ew/cases/EWCA/Civ/2016/441.html>

READING BOROUGH COUNCIL

TO:	Planning Application Committee		
DATE:	29th June 2016	AGENDA ITEM:	8
TITLE:	Street Name assignment Green Park (Village)		
SERVICE:	GI & Business Systems	WARDS:	Whitley
LEAD OFFICER:	Andy Fisher	TEL:	Ext 72606 (0118 937 2606)
JOB TITLE:	GI & Business Systems team leader	E-MAIL:	andy.fisher@reading.gov.uk

1. PURPOSE AND SUMMARY OF REPORT

- 1.1 To identify proposed names for the development site detailed below and for Committee to select the names to be assigned.

2. RECOMMENDED ACTION

- 2.1 The Committee approve 10 street names from the table set out at 4.3 of this report.
- 2.2 In the event that none of the proposed names are considered suitable Committee to select names from the Street Names Proposals list at Appendix 2, as previously approved by Committee.

3. BACKGROUND

- 3.1 The development is located on the north-western edge of Green Park and involves the construction of properties and roads over a phased period. Based on the most recent plans we estimate that 10 new street names may be needed for the site over the course of its development
- 3.2 Due to the construction of multiple roads it is felt appropriate to group the names by a theme whilst still ensuring each name is unique and clearly identifiable.

- 3.3 The two themes offered for consultation with Councillors are listed in section 4.3. However, three names have been removed as these had previously been rejected by Committee.
- 3.4 For the first theme offered, the developer suggested that a New England theme could be used to match the style of the buildings. Initially three names were suggested and officers undertook some research to increase the list of names to ten.
- 3.5 For the second theme offered, the British Naval Vessel theme was selected due to the development being located near areas of water and there being a number of names on the approved street list that would match this theme. Officers undertook some research to increase the list of names to ten. Although 10 names were consulted on, an over-site saw the inclusion of 3 names that have previously been rejected by Committee and so these have since been removed from the offered list. The names were Fawn, Henrietta and Java.
- 3.6 During the consultation, Councillor McKenna suggested some names of New England Lakes. Some of the names suggested were either similar to existing street names, could be difficult to pronounce or spell and may lead to confusion in case of emergency, so these have been removed from the offered list. The names are Walden Pond, Nippenicket, and Winnepesaukee.
- 3.7 Additional names suggested are listed in section 4.3
- 3.8 A plan of the site detailing the street layout is attached at Appendix 1.

#### 4. THE PROPOSAL

- 4.1 That Committee approve ten names for the development, and the preference is for all or most of the names to be grouped by a theme.
- 4.2 Names approved by Committee will be reserved for the development and will be assigned to new streets as the site is developed. We would not expect to return to Committee for further approval.
- 4.3 In the event that Committee consider none of the names offered to be acceptable, alternative names will need to be selected from the Approved Street Names list in Appendix 2.

#### New England theme:

Name	Reason for selection	Ward	Site	Source	Councillor Comments
Brooklyn	New England theme based on building style	Whitley	Green Park Village	Officer research to match theme	Cllr McKenna disliked.

Connecticut	New England theme based on building style	Whitley	Green Park Village	Developer Suggestion	
Lakeville	New England theme based on building style	Whitley	Green Park Village	Officer research to match theme	Cllr McKenna disliked.
Maine	New England theme based on building style	Whitley	Green Park Village	Officer research to match theme	
Massachusetts	New England theme based on building style	Whitley	Green Park Village	Officer research to match theme	
New Hampshire	New England theme based on building style	Whitley	Green Park Village	Developer Suggestion	
New Haven	New England theme based on building style	Whitley	Green Park Village	Officer research to match theme	
Rhode Island	New England theme based on building style	Whitley	Green Park Village	Officer research to match theme	
Rockingham	New England theme based on building style	Whitley	Green Park Village	Officer research to match theme	Cllr McKenna disliked.
Vermont	New England theme based on building style	Whitley	Green Park Village	Developer Suggestion	

**British Naval Vessel theme:**

Name	Reason for action	Ward	Site	Source	Councillor Comments
Garland	British Naval Vessel theme due to water around site	Whitley	Green Park Village	Approved Street List	Cllr Page prefers this theme
Hampton	British Naval Vessel theme due to water around site.	Whitley	Green Park Village	Approved Street List	
Hampshire	British Naval Vessel theme due to water around site	Whitley	Green Park Village	Approved Street List	

Harwich	British Naval Vessel theme due to water around site	Whitley	Green Park Village	Approved Street List	
Hope	British Naval Vessel theme due to water around site	Whitley	Green Park Village	Approved Street List	
Humber	British Naval Vessel theme due to water around site	Whitley	Green Park Village	Approved Street List	
Itchen	British Naval Vessel theme due to water around site	Whitley	Green Park Village	Officer research to match theme	Cllr McKenna disliked.

**Additional names suggested.**

Name	Reason for action	Ward	Site	Source	Councillor Comments
Champlain	New England lakes theme based on building style	Whitley	Green Park Village	Suggested by Cllr McKenna	
Flagstaff	New England lakes theme based on building style	Whitley	Green Park Village	Suggested by Cllr McKenna	
Moosehead	New England lakes theme based on building style	Whitley	Green Park Village	Suggested by Cllr McKenna	
Rangeley	New England lakes theme based on building style	Whitley	Green Park Village	Suggested by Cllr McKenna	
Sebago	New England lakes theme based on building style.	Whitley	Green Park Village	Suggested by Cllr McKenna	
Sunapee	New England lakes theme based on building style	Whitley	Green Park Village	Suggested by Cllr McKenna	

Hawk	British Naval Vessel theme due to water around site	Whitley	Green Park Village	Suggested by Cllr McKenna	
Hind	British Naval Vessel theme due to water around site.	Whitley	Green Park Village	Suggested by Cllr McKenna	
Hussar	British Naval Vessel theme due to water around site.	Whitley	Green Park Village	Suggested by Cllr McKenna	

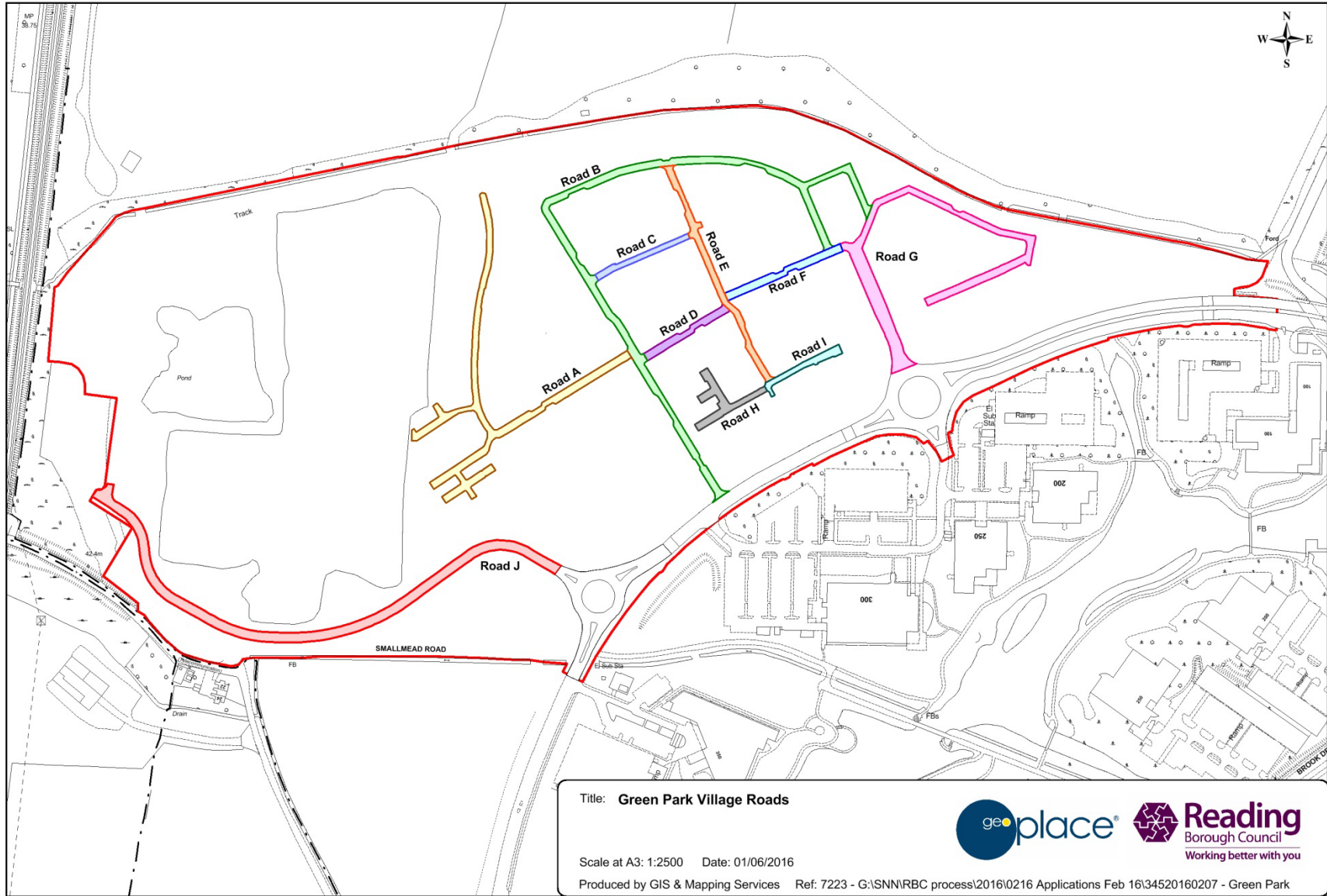
**5 FINANCIAL IMPLICATIONS**

- None directly from this report.

**6 LEGAL IMPLICATIONS**

- The creation of street names should follow the guidelines detailed in the “Data Entry Conventions and Best Practice for the National Land and Property Gazetteer”, a reference manual based on Property Addressing Standard BS7666:2006 Parts 1 & 2.

# Appendix 1 - Green Park Village Street plan



## Appendix 2 - Approved Street List

<b>Street Name</b>	<b>Reason for suggestion</b>	<b>Preferred area / site</b>
Alderney	Channel Island	None specified
Ambleside	A place in the lake district	Kentwood
Arlington	Random selection	West Reading
Belvedere	Victorian name for a viewing point on a tall building	None specified
Braunston	UK place name and canal junction	None specified
Brecon	A Welsh town	Bugs Bottom / Caversham
Buckler	Derek Buckler, and Bucklers Of Reading Car company. 1947 - 1964 at 67 Caversham Road	Caversham Road / Caversham Heights
Burns	2001 World Rally Champion who died in 2005, aged 34.	None specified
Byron	Poet	None specified
Coppell	Former Reading Football Manager	None specified
Curtis	Geoff Curtis, Reading Racers Speedway in 1973, part of the British League Division One Championship team. Killed in Sydney on 5th Dec 1973, 40 years anniversary in 2013.	None specified
Depass	Harvey DePass, Reading's first Community Relations Officer	Caversham
Dundas	Canadian town name	None specified
Dunelm	Abbreviation of a latin word	None specified
Eastwood	Random selection	None specified
Elgin	Scottish town name	None specified
Erith	Riverside town name in Bexley Borough London	None specified
Falcon	Name of a bird	None specified
Festival	40+ years of Reading Festival	None specified
Flint	Old Reading street name - lost during building of civic centre & IDR	Katesgrove
Flower	Random selection	None specified
Gardener	Random selection	None specified
Garland	Named after British naval vessel	None specified
Gold	Mineral theme	None specified
Guernsey	Channel Island	None specified

<b>Street Name</b>	<b>Reason for suggestion</b>	<b>Preferred area / site</b>
Hampton	Named after British naval vessel	None specified
Hampshire	Named after British naval vessel	None specified
Harwich	Named after British naval vessel	None specified
Hope	Named after British naval vessel	None specified
Humber	Named after British naval vessel	None specified
Iron	Mineral theme	Katesgrove
Ivory	Random selection	None specified
Jersey	Channel Island	None specified
Jonsson	Per Jonsson. Reading speedway team and World Champion.	Whitley
Kennedy	Phil Kennedy, BBC Radio Berkshire presenter	None specified
Knox	Random selection	None specified
Larose	Random selection	None specified
Ledger	Random selection	None specified
Leicester	Random selection	None specified
Limerick	Celebrating Reading's Irish community.	None specified
Madejski	John Madejski - Reading Football Club owner	None specified
Margate	Random selection	None specified
Matrix	Former Reading nightclub	None specified
Michanek	Anders Michanek. Reading speedway team and World Champion.	Whitley
Monarch	Random selection	None specified
Norwich	Random selection	None specified
Nottingham	Random selection	None specified
Nuneaton	Random selection	None specified
Oban	Random selection	None specified
Pantry	Peoples Pantry restaurant, badly damaged by a bomber on 10th February 1943. 41 people killed and 49 injured.	None specified
Peach	Andrew Peach, BBC Radio Berkshire presenter	None specified

<b>Street Name</b>	<b>Reason for suggestion</b>	<b>Preferred area / site</b>
Perkins	Make of engine used locally	None specified
Presentation	Former school, Presentation College	Southcote
Price	Candle-maker	None specified
Proctor	Make of steam engine used locally	None specified
Pyeatt	Reading Speedway rider from 1981/82 who was killed in July 1982.	None specified
Ransome	Make of steam engine used locally	None specified
Redway	Bernard Redway, Poet, Athlete, expeditioner and mountaineer.	None specified
Rowland	Unknown reason	None specified
Ruston	Make of steam engine used locally	None specified
Sangar	Sangar is a type of look out tower.	Brock Barracks
Sark	Channel Island	None specified
Saunderson	Make of tractor once used locally	None specified
Saxon	Anglo-Saxon tribe, Readingas, who settled the area.	None specified
Sentinel	Make of steam engine used locally	None specified
Signal	Former GWR signal works was located in Reading	None specified
Sprott	Michael Sprott is the former British and Commonwealth Heavyweight champion from Reading.	None specified
Stephenson	Steam engine designer	None specified
Steve Death	Steven Victor Death, former Reading Football Goalkeeper	None specified
Tallow	A form of lubricant once made locally	None specified
Thompson	Make of steam engine used locally	None specified
Thornycroft	Historic firm formerly based on the bank of the Thames	None specified
Tidman	Make of steam engine used locally	None specified
Tilley	Historic type of oil lamp	None specified
Ufton	Local village	None specified
Ullapool	Scottish town	None specified
Vickers	Aircraft manufacturer	None specified

<b>Street Name</b>	<b>Reason for suggestion</b>	<b>Preferred area / site</b>
Vickers	Aircraft manufacturer	None specified
Viking	Norse warriors	None specified
Vulcan	Royal Airforce Bomber	None specified
Watkins	Professor Derek Watkins, Reading pupil, cancer survivor, trumpet player and trumpet designer. Went to school in Whitley.	Whitley
Westray	Scottish island	None specified
Whitchuch	Local village	None specified
Yateley	Local village	None specified
Yattendon	Local village	None specified
Zenith	Random selection	None specified

# ABBEY



## COMMITTEE REPORT

BY THE DIRECTOR OF ENVIRONMENT AND NEIGHBOURHOOD SERVICES

READING BOROUGH COUNCIL

ITEM NO. 9

PLANNING APPLICATIONS COMMITTEE: 29th June 2016

Ward: Abbey

App No.: 160476/FUL

Address: Royal Court, Kings Road, Reading

Proposal: Creation of an open canal side cafe terrace with existing brick structure used as servery.

Applicant: 2TE Island Ltd

Date received: 18th March 2016

Minor Application 8 week target decision date: extension to 6th July 2016

### RECOMMENDATION:

GRANT Planning Permission.

#### Conditions to include:

1. Std 3 Years
2. Temporary permission (two years). Site to be returned to former condition thereafter
3. Approved plans
4. Months of opening (1 March to 31 October)
5. Days/Hours of opening (Sundays to Wednesdays 1200-2130; Thursdays to Saturdays 1200-2300) to include clearing up/storage time
6. Tables (Max 8no.) plus storage of all tables/chairs etc. overnight
7. External lighting scheme: (details of existing 3no. wall mounted units) to be switched off within 10 minutes of closing
8. No amplified music
9. Refuse & litter collection (incl. details of existing storage in Royal Court)
10. Cooking facilities (details of existing servery structure/odour control measures)
11. No takeaways
12. Details of fence
13. CCTV details & implementation

#### Informatives:

1. Terms & conditions
2. Positive and proactive approach
3. Pre-commencement conditions and fees
4. Separate Food Licence required before commencement of use

## 1. INTRODUCTION

- 1.1 The application site comprises a paved and landscaped informal seating area situated between the Royal Court flats in Kings Road and offices fronting Watlington Street. There is a brick wall separating this area from the raised car park serving the flats and offices behind but the front is open to the public footpath and cycle path which runs on the south side of the Kennet & Avon Canal. Next to a short flight of stairs

leading to a walkway alongside the flats there is a small brick building fitted with a kitchen sink, water supply and drainage, lighting and shelves which was used in association with the adjacent restaurant use in Royal Court (currently vacant).

- 1.2 The site falls outside of the RCAAP Central Core Area and the footpath is a cycle route connecting areas to the east of the town centre to The Oracle, Bridge Street and beyond. The site falls within Flood Zone 2 (a Medium Probability of flooding).





## 2. PROPOSAL

- 2.1 Planning permission is sought for what the applicant states is a reinstatement of a use similar to that previously associated with the Thai food restaurant which occupied the ground floor of the Royal Court flats from 1990 to 2005, which had 4-6 tables on the terraced area. The hours

of use operated by the restaurant at the time were between midday and 2300 hours, seven days a week.

- 2.2 The proposal is to have up to 8 tables (24 chairs) served with light hot and cold food snacks (hot food restricted to toasted sandwiches) and drinks (tea, coffee and soft drinks) on seven days a week between 1200 and 2300 hours from the outside server kiosk. The applicant would be seeking a food licence only. There would be no audible music played and the existing 3no. light fittings on the retaining wall to the car park would be used. An 860mm high picket fence with entrance gate would be installed alongside canal walk. The applicant, who has a freehold interest in Royal Court, has stated that he intends to install 24 hour CCTV cameras in the estate to include the area of the application site.
- 2.3 The Royal Court has a dedicated refuse and collection room in Kennet Road, half of which was reserved for the former restaurant use. The tables and chairs would be stored every night within the adjacent storage room accessed from the car park. A fridge could also be installed in this room should any food need to be stored overnight (though it is not intended by the applicant).
- 2.4 The applicant has confirmed that he is willing to accept that this use should be on a temporary basis, initially two years to make it a viable commercial operation. If the demand exists the applicant has stated his intention to re-open part of the former restaurant and operate all year round (for which a further application would be required). However for the terrace area now sought to be used, an 8 month restriction to coincide with the lighter/warmer months and longer daylight hours of British Summer Time (March to October) is acceptable to the applicant.
- 2.5 The application is being reported to your meeting at the request of Councillor Page who is concerned for the potential amenity impact on the occupiers of the neighbouring flats in Royal Court.

### 3. PLANNING HISTORY

- 3.1 None relevant to site. Various relating to restaurant & 35 flats in Royal Court (from 1980s onwards)

### 4. CONSULTATIONS

#### 4.1 Statutory:

Environment Agency: No comments received.

Rivers & Canals Trust: Advise that this application falls outside the notified area for its application scale, therefore there is no requirement to consult as a Statutory Consultee.

#### 4.2 Non-statutory:

RBC Environmental Protection & Nuisance: Have concerns about potential noise nuisance resulting from the addition of an outdoor terrace for the use of the café / restaurant due to the proximity to the neighbouring block of residential apartments. It is unclear from the plans how the terrace will be overlooked by the neighbouring apartments and how likely noise nuisance will be. The applicants have failed to provide information with regards likely noise nuisance or how noise will be effectively managed to reduce potential nuisance.

How many seats and tables there will be outside; what the hours of use for outside will be; whether there will be a canopy - what material and whether it is likely to reduce upward noise transmission; whether they will have any music outside and any other measures that will be employed to control noise emissions.

The majority of flats have balconies which would act as a barrier to protect residents from noise. The windows without balconies appear to be for non-noise sensitive rooms.

The area is alleged to attract anti-social behaviour and the associated noise, so the proposals may not worsen noise in the area.

Recommends that the proposals/details provided by the applicant and officers (esp. in terms of hours and capacity) are conditioned. The end time should include clearing up time as clearing tables would generate noise which should not run on beyond 11pm due to potential noise nuisance.

The servery appears to be quite basic - need clarification of the types of food proposed to be served. If hot food is to be served, a kitchen extraction may be required to control heat and odours which could be of concern in terms of impact on the residents of Royal Court. If applicant can confirm that the food to be prepared will not necessitate extraction I would have no objections.

Businesses serving food will need to apply to register their food business with Environmental Health. If alcohol is to be served a premises licence will need to be applied for.

ADDITIONAL INFORMATION from applicant (Received 31 May 2016) in respect of food and drink, servery facilities, storage, refuse and licensing:

No objection with some concern about noise generated from moving items into the store but any problems that arise can be dealt with through nuisance powers.

RBC Transport Strategy: No objections with the following comments:

The main concern would be potential conflict between café users and pedestrians/ cyclists. This is a particular problem if tables and chairs overspill onto the pedestrian/cycle path. However, the area is not public highway and a 860mm high picket fence is proposed to enclose the seating area.

RBC Natural Environment Officer (Trees & Landscape): Has suggested some soft landscaping (planters) given setting next to the canal and opposite a public open space.

Crime Prevention Design Advisor (Thames Valley Police): Objection with the following comments:

- consider some aspects the proposed cafe seating to be problematic in crime prevention design terms and therefore development does not meet the requirements of the NPPF 2012 (Part 7, Sect 58 'Requiring good Design' and Part 8, Sect 69; Promoting Healthy Communities') where it is stated that development should create *'Safe and accessible environments where crime and disorder, and the fear of crime do not undermine quality of life or community cohesion'*; or *Reading Central Areas Action Plan 2026 section 5.27 " It (the development) should provide continuity and enclosure with a high degree of active frontages..... It should consider safety, security and crime prevention, which could include Secured By Design principles*
- applicant refers to existing anti-social behaviour. During recent site visit observed quantities of empty bottles/cans of alcohol, litter including what appeared to be syringe rappers, and either animal or human excrement. I therefore support the applicant comments that ASB and vagrancy issues are a concern in this area.
- current layout lacks active surveillance from any surrounding developments and includes secluded recesses areas within which activities can go unobserved. In addition the location is permeable with pedestrian steps providing access/egress onto public footpaths; there is also an established pedestrian route (insecure) linking Royal Court flats and Canal walk which crosses the proposed seating area of the cafe. In summary, the current design provides opportunity for individuals to gather unobserved, and provides multiple escape routes if disturbed. Crime and ASB are likely to occur where a place or spaces are not overlooked, where they can move and operate undetected.
- concerns that the proposed development will continue to lack any natural surveillance over the proposed cafe and external seating area which by the nature of the business will attract individuals to this already problematic and secluded area. Lack of surveillance, increases the risk of crime and anti-social behaviour.

- note that there is existing pedestrian access between Royal Court flats parking and Canal walk which passes through the proposed seating areas. In addition to my concerns relating to excessive permeability (providing legitimate escape routes), it is also unclear how this space (seating area) will function given that members of the public can legitimately walk through the semi-private seating areas. If the identified footpath is too narrow then it is likely to create conflict between pedestrians, walking in opposite directions, and between pedestrians and customers using the seating areas. Detailed plans identifying a 3m pedestrian walkway and indicating the extent of A3 seating must be submitted prior any planning approval.
- how will the seating furniture will be managed? If the tables and chairs are left out overnight (when the cafe is closed), this will further create opportunity for unauthorised individuals to congregate/gather below the residential apartment. Alternatively if the furniture is removed and stored overnight, consideration should be given to the noise this may cause late at night, creating conflict between resident and cafe management. Detailed plans as to how this space will be managed must be submitted and approved prior to any planning approval
- care should be taken to ensure that mixed use and activity (late night cafe vs residential apartments) does not facilitate neighbourhood conflicts or ASB. At night and when the cafe is closed is unlikely that the proposed development will prevent or deter the current issues of ASB, vagrancy issues within this area.

#### 4.3 Neighbour Notification:

Properties at Nos. 1-36 Royal Court (evens/odds) and No. 1 Watlington Street were consulted (on 8.4.2016).

There has been one response received with the following issues/concerns raised:

- lack of details regarding scale of the business activities, operational time scale, potential impact on existing facilities (i.e. whether the Royal Court building facilities - lifts, car park, common parts of the building, rubbish room will be used by the business and their employees)
- a number of residents in the building have small children, potentially noise level could be a concern and any business activities in evening and night could impact the residents' normal life
- a number of flats have balconies facing the proposed area and potentially the residents' privacy could be affected by the open terrace business activities
- smoke could be another potential issue

- having a catering business immediately below could disqualify our property for our current mortgage arrangement with our mortgage lender *Officer comment: financial impacts on property are not a material planning consideration*

## 5. RELEVANT POLICY AND GUIDANCE

- 5.1 Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires that proposals be determined in accordance with the development plan unless material considerations indicate otherwise. Material considerations include relevant policies in the National Planning Policy framework (NPPF) - among them the 'presumption in favour of sustainable development'. However the NPPF does not change the statutory status of the development plan as the starting point for decision making (NPPF paragraph 12).
- 5.2 In this regard, the NPPF states that due weight should be given to the adopted policies of the Local Development Framework (LDF) (Core Strategy and Sites and Detailed Policies Document) according to their degree of consistency with the NPPF. The closer the policies in the plan are to the policies in the NPPF, the greater the weight that may be given.
- 5.3 Accordingly, the National Planning Policy Framework and the following development plan policies and supplementary planning guidance are relevant:

### Reading Borough LDF Core Strategy 2008 (Altered 2015)

CS1 Sustainable Construction and Design  
 CS4 Accessibility and the intensity of development  
 CS7 Design and the Public Realm  
 CS8 Waterspaces  
 CS20 Implementation of the Reading Transport Strategy  
 CS24 Car/Cycle Parking  
 CS35 Flooding

### Reading Central Area Action Plan 2009

RC5 Design in the Centre  
 RC10 Active Frontages  
 RC14 Public Realm

### Sites and Detailed Policies Document 2012 (Altered 2015)

SD1 Presumption In Favour Of Sustainable Development  
 DM4 Safeguarding Amenity  
 DM12 Access, Traffic and Highway-Related Matters  
 DM17 Green Network  
 SA14 Cycle Routes

### Supplementary Planning Guidance

Revised Parking Standards and Design SPD 2011

## 6. APPRAISAL

6.1 The main issue to be considered are:

- a) Policy and principle
- b) Impacts on amenities of neighbouring occupiers
- c) Implications for pedestrians/cyclists
- d) Effect on waterside character/public realm
- e) Controls on proposed use

### Policy and principle

6.2 Policy RC10 of the Reading Central Area Action Plan sets out the type of uses at ground floor level that are considered acceptable to create active frontages in Reading town centre. Policy CS7 of the Core Strategy encourages developments which provide natural surveillance and this is a comparatively secluded section of the canalside. On such routes, activity can promote interest, security and sense of place including restaurants and drinking establishments with outdoor areas. The River Kennet within the Oracle Centre is the nearest comparable example to the proposal which is situated just beyond the identified Central Core of the town centre.

6.3 This objective should be balanced against that of Policy DM4 which seeks to safeguard residential amenities and living environments. Whilst many residents may choose to live in the centre and therefore accept a vibrant locality to live in, others may find this intrusive. The proposed use is situated adjacent to a regularly used footpath and cycle route near to the King's Road bridge and thus against existing background noise it would not be likely to give rise to a level of disturbance to the flats in Royal Court that would be unacceptable.

6.4 The former restaurant use has in all certainty been abandoned as a planning use but if sought to be re-opened (either by means of a planning permission or lawful use certificate) with an outdoor seating area this would be acceptable as a managed space. The applicant has confirmed that this area was previously used for additional seating on occasions. In effect there is little difference to the proposed activity which could have similar restrictions and limits imposed.

### Impacts on Neighbour Amenities

6.5 Policy DM4 of the Sites and Detailed Policies Document considers whether developments will cause a significant detrimental impact to the living environment of existing or residential properties in terms of privacy, noise and disturbance, lighting, fumes, smell or crime and safety etc.

6.6 It is noted that of the three flats situated on the first floor directly above

the former restaurant (which faced towards the canal), none have balconies. The nearest balconies are on the 2nd Floor of Royal Court which comprises a mix of one and two bedroom flats. However, there is sufficient proximity to the application site for residents to be aware of the customers even if they are not likely to be disturbed by the café terrace use and this would be particularly so on the lighter/warmer evenings when they could have open windows.

- 6.7 Nonetheless, it is considered that the position of the terrace adjacent to a public footpath which is in constant use and its separation from the façade of the Royal Court flats (which overlook a shared car park) plus being partly obscured by the wall would not give rise to any significant additional disturbance. This is subject to imposing controls on the opening hours, number of tables, no playing of music and satisfactory details of the lighting, storage and servery kitchen facilities being received prior to the commencement of the temporary use - any renewal of which would depend on the management of the site in the first two years. Hence, in this instance, officers consider it appropriate for a temporary permission until June 2018 to be recommended to you.

#### Implications for Pedestrians/Cyclists

- 6.8 Policy DM12 of the Sites and Detailed Policies Document permits development where the proposals would not be detrimental to the safety of users of the transport network including pedestrians and cyclists. Policy SA14 seeks to ensure that the cycle routes identified in the Council's Cycling Strategy will be maintained and enhanced.
- 6.9 The proximity of the proposed terrace seating area to the public cycle route and canal side footpath which is in separate ownership (but is not part of the public highway) and marked by the change in the hard surfacing raises this issue. However, the proposal is to enclose the terrace on the open side with a low fence to separate it from the canal walk. The remaining consideration therefore would be how the use might be managed at the busiest times in the unlikely event of queuing or overspill.
- 6.10 The Transport Strategy officer's comments in this respect are noted. However, there is sufficient width of footpath in this vicinity to be satisfied that there would be no overriding concerns in this regard even at the busiest times of use on this section of the canal.

#### Effect on Character of Area/Public Realm

- 6.11 Policy CS7 of the Core Strategy seeks to ensure that development is of a high design quality that maintains and enhances the character and appearance of the area in which it is located. Among the urban design objectives of the policy are that this should make a positive contribution to the character, continuity and quality of the public realm and provide ease of movement and legibility.

- 6.12 The proposed terrace would utilise an existing open seating space adjacent to the public footpath which is used by residents and the public alike. The only physical alteration to the land would be the footings for a fence, details of which would be required by condition on any permission granted. This would have to be removed at the end of the temporary period. As such whilst the café terrace would be clearly legible in front of the wall there would be minimal change in the appearance of the surroundings which are dominated by the higher level car park in the foreground and the height of the residential block and offices buildings behind. The Natural Environment team has suggested the inclusion of a landscaping scheme but the existing raised planters would be retained and therefore officers consider that this is not appropriate to a temporary permission.

#### Controls on Proposed Use

- 6.13 The temporary use proposed as agreed by the applicant allows the use to be controlled and any potential impacts on the residential amenities of the nearby flats in Royal Court to be assessed. Policy DM4 of the Sites and Detailed Policies Document seeks to ensure that there would be no significant detrimental impact to the living environment of existing residential properties. These can include privacy, noise and disturbance, lighting, smell, crime or safety and so on.
- 6.14 If minded to grant permission, these impacts can for the most part be identified prior to the use commencing with the exception of anti-social behaviour issues which are not considered to be planning matters. A number of suitable conditions are therefore recommended that are intended to anticipate and prevent any significant nuisance from arising or going uncontrolled.
- 6.15 The use would for two years initially, for eight months of the year and with restricted opening hours. A maximum number of tables would be set, together with the requirement that these are removed overnight. In addition, further details would be required of the lighting, refuse & litter collection and cooking facilities. A restriction on any food and drink sales for consumption elsewhere is also necessary as this could encourage gatherings and lead to unwanted litter disposal. The details of the proposed fence are also to be agreed.
- 6.16 With a series of such controls and conditions which are agreeable to the applicant and are be enforceable by the Council, it is considered that the amenity of residents and other nearby occupiers would be adequately safeguarded.
- 6.17 The applicant would also need to apply through the Council's Consumer Protection team prior to opening for a Food Registration Licence to serve food and hot/cold soft drinks. These licences are issued subject to various criteria and the premises are then inspected for electricity, a wash basin and sink drainage, a preparation area, space for fridge(s) and

freezer(s), a water supply, ventilation and storage. There are separate application processes for seeking licenses to serve alcohol or to open late (after 2300 hours) though not intended here.

#### Other Issues

- 6.17 Policy CS35 of the Core Strategy states that planning permission will not be permitted in an area identified as being at high risk of flooding where development would reduce the capacity of the flood plain to store floodwater, impede the flow of floodwater or in any way increase the risks to life and property arising from flooding.
- 6.18 The application site lies within an area liable to flood. Flood Zone 2 is classified as medium probability and the proposed café type use as less vulnerable on the Environment Agency's Classification. As such, development is considered appropriate and the Environment Agency do not need to comment provided that the Local Planning Authority are satisfied that the proposals meet their Standing Advice.
- 6.19 In this instance, it has not been considered necessary for the applicant to submit a full Flood Risk Assessment as there are no buildings or floor levels involved whilst an evacuation procedure for the use would take the form of a simple warning to any customers present or closure of the site if before midday opening time. In these circumstances there should be no risk to property or persons. The existing raised planters and wall would also ensure that there is no loss of floodplain storage if the site were inundated and the fence (details of which to be agreed) should also be designed to avoid diverting the flow of any floodwater.

#### Matters Raised in Representation

- 6.20 These have mostly been addressed elsewhere in the report. The comments raised by Thames Valley Police refer in some part to the original design of the Royal Court estate. The seating plans submitted indicate that the existing route for residents of Royal Court via a short flight of stairs to canal walk would be retained. The location of the storage area in Royal Court has been provided by the applicant and his intention to install CCTV cameras around the buildings and car park, a condition for details of location and implementation of which would be added, should further deter the anti-social behaviour already noted in this area.

#### Equalities Act

- 6.22 In determining this application the Council is required to have regard to its obligations under the Equality Act 2010. The key equalities protected characteristics include age, disability, gender, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief and sexual orientation. There is no indication or evidence (including from consultation on the application) that the protected groups have or will have different needs, experiences, issues and priorities in relation to this particular

planning application.

## 7. CONCLUSION

- 7.1 The proposed use has been considered in terms of the potential impact on the amenities of neighbouring occupiers. This current use being sought is not wholly comparable to when this area was being used for ancillary purposes in connection with the adjacent restaurant which ceased more than 10 years ago but could be re-opened in the future. Nonetheless, it is considered low key and can be controlled to prevent nuisance and disturbance.
- 7.2 The potential inconvenience to pedestrians including those accessing the flats and people walking alongside the canal and cyclists using the town centre route has been considered. There are no significant concerns in this regard as the footprint of the use would remain entirely separate from users of the canal side path.
- 7.3 The effect on the character of the immediate area and in particular the public realm during the early evenings in this location adjacent to the town centre would be acceptable within limits. The introduction of this activity may also have the benefit of removing an unwanted local problem with unsociable behaviour for part of the year. The comments of Thames Valley Police in this regard have been taken into account but officers consider that there is insufficient justification or planning reason to withhold an initial temporary period of use.
- 7.4 There are a number of enforceable planning controls available with the intention of preventing nuisance complaints from arising during an initial temporary period of use. Similar to those that would typically be required for a full restaurant use these will allow the impacts to be effectively monitored without being so onerous to the operator as to prevent implementation of the permission.
- 7.5 The planning application is accordingly recommended for approval subject to these controls.

Case Officer: Daniel Murkin

Plans:

Location Plan

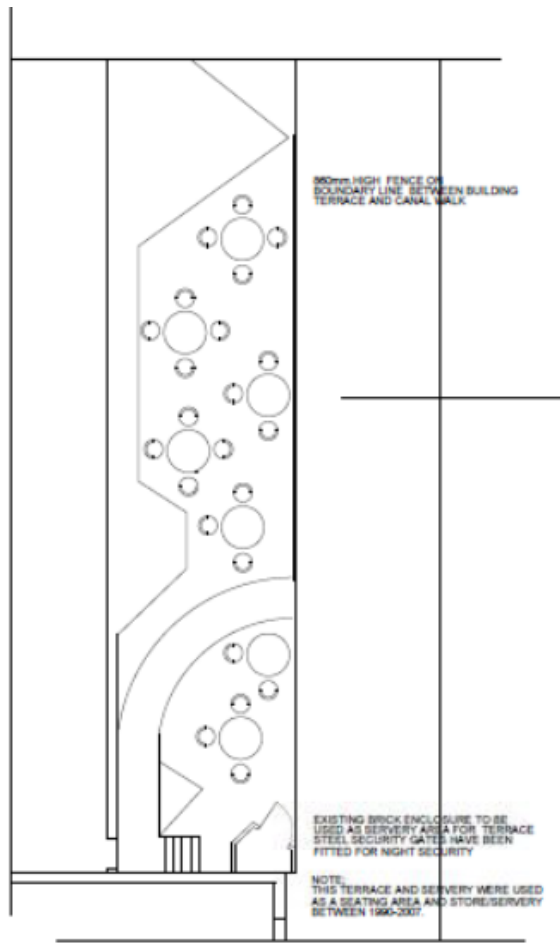
Received by the local planning authority on 18th March 2016

FR.16.100 Block Plan/Terrace Plan (Amended)

Received by the local planning authority on 6th June 2016

Refuse Collection and Storage Room Location

Received by the local planning authority on 31st May 2016



TERRACE PLAN

# KATESGROVE



## COMMITTEE REPORT

BY THE DIRECTOR OF ENVIRONMENT AND NEIGHBOURHOOD SERVICES READING BOROUGH COUNCIL PLANNING APPLICATIONS COMMITTEE: 29 June 2016	ITEM NO. 10
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Ward: Katesgrove

App No.: 160558

Address: The Woodley Arms, Waldeck Street, Reading

Proposal: Erection of a block of 40 Studio student apartments including parking, amenity space and landscaping following demolition of existing public house. (Re-submission of 150134).

Applicant: Lainston Woodley Arms LLP

Date received: 23 March 2016

Agreed Extension Decision date: 5 July 2016

Planning Guarantee (26 weeks) Date: 3<sup>rd</sup> October 2016

Delegate to the Head of Planning & Regulatory Services to:

1. GRANT Full Planning Permission, subject to the satisfactory completion of a S.106 legal agreement or
2. REFUSE permission should the legal agreement not be completed by the 31<sup>st</sup> July 2016 unless a later date is agreed by the Head of Planning Development & Regulatory Services. The S106 legal agreement to secure:

a) Travel Plan: To enter into a Section 106 agreement securing a Travel Plan to be submitted to and approved in writing by the Local Planning Authority before first occupation of any of the units of student accommodation. The Travel Plan should include;

- Provision of one cycle space per apartment upon lease of apartment
- Provision of sustainable travel packs to all residents including bus network and cycle network maps
- On-site parking permit system for residents and staff
- Restrictions in tenancy agreement for ownership of car in Reading to residents without allocated car parking spaces

Conditions to include:

1. Time limit
2. Approved Drawings & Documents
3. Materials
4. Contaminated land
5. Student arrivals / departures and Car Parking Management Plan
6. Parking Permits - addresses
7. Parking permits limit
8. Provision of parking spaces
9. Construction Management Statements
10. Control of noise and dust CMS
11. Access constructed before occupation (approved drawings)
12. Roads to be provided
13. Vehicle parking in accordance with approved plans
14. Bicycle storage
15. Pre-commencement submission and approval of hard & soft landscaping

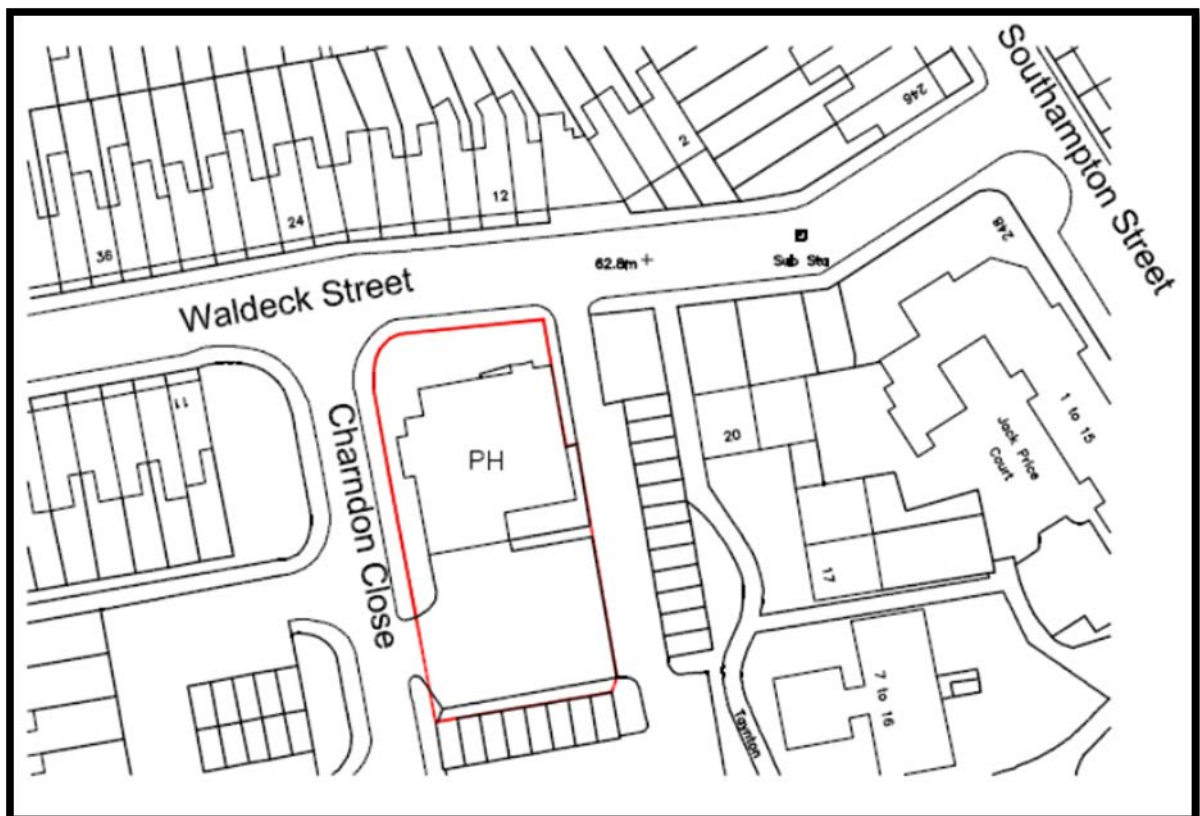
16. Pre-commencement submission and approval of a landscape maintenance and aftercare scheme covering a minimal period of 5 years
17. Hours of working
18. No bonfires on site during demolition or construction.

**Informatives to include:**

1. Terms and conditions.
2. Building regulations.
3. Pre-Commencement conditions
4. High-density residential development and car parking
5. Access construction
6. Damage to the highway
7. Works affecting the highway
8. Environmental protection information regarding the control of nuisance during construction and demolition.
9. Positive and proactive.

**1. Site Description and Surrounding Area:**

1.1. The application site is a vacant former public house with manager's accommodation above. The building is two storey red brick (with yellow brick to the rear) and is a relatively modern building of no particular architectural merit.



Location Map (Not to scale)

1.2. The surrounding area is largely residential in nature. Waldeck Street is largely made up of two storey terraced properties, whilst the surrounding residential development to the rear consists of four storey flats and 1970's housing in a Radburn layout.



Aerial view of the site (*not to scale: source - Google Maps*)

1.3. The site is not allocated, does not contain a listed building and is not located within a conservation area.

## 2. Proposal:

2.1. The application is submitted in Full, for the erection of a block of 40 studio student apartments including parking, amenity space and landscaping following demolition of existing public house.

2.2. The application is a re-submission following the refusal and dismissal on appeal of application 150134 (see history section below) for the erection of a block of 40 studio student apartments. The appeal was dismissed for the following reasons:

- i) the impact onto the character and appearance of the area;
- ii) the impact onto the living conditions of the prospective occupiers of the proposed two ground floor units adjacent to the outdoor amenity space.

The current proposal is therefore an attempt to address the above issues through alterations to design, size and scale of the overall building as well as well as changes to the ground floor layout of the two units adjacent to the outdoor amenity space. Details of the changes will be outlined within the appraisal section below.

2.3. Following concerns raised by officers regarding the failure to adequately reduce the bulk and mass of the proposed building, amended plans were submitted. The changes include setting the building into the ground to reduce

overall height, different levels within side elevations to break up the bulk and mass as well as the removal of the dormer on the east side elevation.

### 3. Plans and Documents Considered

- 01 Location plan
- 03 Existing floor plans
- 04 Existing elevations

#### Revised Plans

- 13A Proposed ground floor plan
  - 14A Proposed first floor plan
  - 15A Proposed second floor plan
  - 16A Proposed elevations
  - 17A Proposed elevations
  - 18A Site plan and Waldeck Road street scene
  - 2031/1 Landscape plan
- 
- Planning, Design and Access Statement & Supplementary Information
  - Sustainability and Energy Statement
  - Air Quality Assessment
  - Bat Survey Report
  - Contamination Report

### 4. Relevant Planning History

#### 4.1. The relevant planning history for the site is as follows:

- 150134 - Erection of a block of 40 studio student apartments including parking, amenity space and landscaping following demolition of existing public house. Refused and Appeal APP/E0345/W/15/3130498 Dismissed on 10/02/2016.
- 140524 - Conversion and change of use of Public House with ancillary manager's flat (A4 & C3) to four residential flats (C3) with six parking spaces, cycle store, refuse store, private and communal amenity areas - Permission granted 24/07/2014 but not been implemented.

### 5. Consultation Responses

A total of thirteen residents objected to the proposals as originally submitted with eight of these residents further objecting to the amended plans following consultation on these. Issues raised by consulted residents can be summarised as follows:

- Failure to overcome reasons for refusal for the previous application 150134
- Overdevelopment of the site
- Out of character
- Size and scale
- Parking and highway capacity
- Need for clarification on the submitted transport assessment
- Inadequate amenity space
- Loss of sunlight
- Overprovision of student accommodation
- Noise and anti-social behaviour from students
- Disturbance and pollution during prolonged demolition and construction periods.

- Impact onto existing infrastructure
- Impact onto drains and sewer

#### 5.1. Statutory

None

#### Non-statutory responses

5.2. RBC Transport - No objection subject to appropriate conditions and S106 legal agreement for Travel Plan requirements (full comments on appendix 1).

5.3. RBC Leisure - No objections

5.4. RBC Natural Environment (Trees) - No objections to the principle of redeveloping this site as there are no trees on the site. Landscaping will be important around the perimeter. A concern with the proposal is that it appears to be further forward in Waldeck Street than the existing building line. The existing space on the frontage is the minimal required in order to be able to provide some meaningful tree planting; reducing the width of this strip would reduce the ability to secure anything other than very narrow trees. Given that the windows of the rooms face the perimeter, having trees too close is likely to result in conflict over blocking of light and potential direct conflict with the building if inadequate space is provided. If possible the building should be set back as per the existing at a minimum and can be erected subject to pre-commencement and implementation conditions regarding landscaping.

5.5. Natural Environment (Ecology) - No objection.

5.6. RBC Environmental Health (Contamination) - The development lies on the site of an historic brick field which has the potential to have caused contaminated land and the proposed development is a sensitive land use. A site investigation must be carried out by a suitably qualified person to ensure that the site is suitable for the proposed use or can be made so by remedial action. No objection subject to suggested conditions that are required to ensure that future occupants are not put at undue risk from contamination.

5.7. RBC Environmental Health (HMO Team) - No objection to the proposals. The development should comply fully with the current Building Regulations. For this reason, the dwelling is likely to be satisfactory under the Housing Health and Safety Rating System; and that suitable management procedures will be required to ensure that the communal areas are maintained - including fire safety provisions - and any issues such as anti-social behaviour that might arise, are adequately managed.

5.8. RBC Environmental Health (Protection) - No objection subject to conditions on the control of noise and dust pollution.

### 6. Relevant Planning Policy and Guidance

6.1. Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires that proposals be determined in accordance with the development plan unless material considerations indicate otherwise. Material considerations include relevant policies in the National Planning Policy framework (NPPF) - among them the 'presumption in favour of sustainable development'.

## 6.2. National:

- National Planning Policy Framework

## 6.3. Reading Borough Core Strategy (January 2008):

- Policy CS1 (Sustainable Construction and Design)
- Policy CS2 (Waste Minimisation)
- Policy CS3 (Social Inclusion and Diversity)
- Policy CS4 (Accessibility and the Intensity of Development)
- Policy CS7 (Design and the Public Realm)
- Policy CS9 (Infrastructure, Services, Resources and Amenities)
- Policy CS14 (Provision of Housing)
- Policy CS15 (Location, Accessibility, Density and Housing Mix)
- Policy CS16 (Affordable Housing)
- Policy CS24 (Car/Cycle Parking)
- Policy CS34 (Pollution and Water Resources)
- Policy CS36 (Biodiversity and Geology)

## 6.4. Reading Borough Sites and Detailed Policies Document (2012):

- Policy DM1 (Adaption to Climate Change)
- Policy DM2 (Decentralised Energy)
- Policy DM3 (Infrastructure)
- Policy DM4 (Safeguarding Amenity)
- Policy DM5 (Housing Mix)
- Policy DM10 (Private and Communal Outdoor Space)
- Policy DM12 (Access, Traffic and Highway-Related Matters)
- Policy DM15 (Protection of Leisure Facilities and Public Houses)

## 6.5. Supplementary Planning Guidance

- 'Revised Parking Standards and Design' (2011)
- 'Revised Sustainable Design and Construction' (2011)
- 'S106 Planning Obligations' (2013)
- 'Affordable Housing' (2013)

## 7. APPRAISAL

The main issues are considered to be:

- The principle of the development
- Appearance and impact on character of the area
- Amenity of future occupiers
- Neighbouring amenity
- Transport issues
- Trees, landscape and ecology
- Other matters

### The principle of the development

7.1. The principle for the loss of a public house has already been considered acceptable in terms of extant planning permission 140524, granted for the conversion of the public house to flatted accommodation, and planning application 150134 that was refused permission for other planning reasons. There has not been a change in planning policy or circumstances to reach a different conclusion in terms of the current proposal. Therefore, the loss of the public house is considered to not conflict with Policy DM15 of the SDPD, which sets out the criteria for considering proposals that involve the loss of public houses within the borough.

- 7.2. In accordance with the NPPF ‘the effective use of land by reusing land that has been previously developed (brownfield land), provided that it is not of high environmental value’ should be encouraged. At local level the broad spatial vision also encourages the redevelopment and regeneration of previously developed land. Whilst there is no specific policy on the provision of students’ accommodation, policy CS14 (Housing Provision) among other things also seeks to ensure ‘development comes forward on large and small previously developed windfall sites including changes of use and conversions’ and policy CS15 seeks to ensure appropriate density and mix of residential development that includes students accommodation within the borough. The proposal seeks the redevelopment of a brownfield site within the urban area providing student accommodation within a residential area and would therefore accord with the NPPF, policies CS14 and CS15.
- 7.3. Following the above, subject to the development overcoming the Planning Inspector’s reasons for refusing the previous scheme, the proposed development would be acceptable in principle.

#### Appearance and Impact on character of the area

- 7.4. As highlighted within para 2.2 above, the current scheme is a resubmission to overcome the previous reasons for refusal by the Planning Inspector. The first main reason was the impact of the proposed building ‘onto the character and appearance of the area’. Para. 6 of the Appeal Decision highlights that;

*‘the building would be set forward of the existing public house, which in itself would not conflict with the prevailing pattern of development, neither would its proximity to the site boundaries. However, its steep pitched roof, containing second floor accommodation, truncated by a substantial flat roof area, would introduce a building of noticeably greater bulk and massing than those existing properties either side and opposite, despite architectural features intended to break this up. In such a prominent forward position, accentuated on the approach from Southampton Street by the upward slope of the street in that direction and its overall height above the adjacent road level, it would be a dominant and jarring feature of the street scene’.*

- 7.5. The proposed building remains at 2.5 storeys with 3 levels of accommodation for the 40 self-contained students’ studio flats. The footprint and setting of the building remains essentially the same as the refused scheme as this element of the proposal was acknowledged by the Planning Inspector not to conflict with prevailing pattern of development on this part of Waldeck Street. To overcome the bulk and mass criticism the current proposal reduces the overall height and eaves levels by over 2m from the appeal scheme as shown by the dotted line on the following drawing of the front elevation.



Proposed front elevation showing the appeal scheme in dotted line (*not to scale*)

7.6. The overall height reduction has been achieved by lowering the proposed building into the ground responding to the changes in ground levels as one approaches the site from Southampton Street to the east side. The highest point of the front elevation ridge to pavement is now 8.55 and eaves to pavement of 5.5m. This is the same overall ridge height as 11 Waldeck Street to the west, with the eaves height 0.4m lower than 11 Waldeck Street.

7.7. Compared with the refused scheme below, the main roof facing Waldeck Street is now provided with two distinct profiles. The eastern section is noticeably subordinate to the main roof form, reducing the visual prominence of the building when approached from the direction of Southampton Street. The height changes respond to increases in site levels from the east side. The elevations now incorporate staggered feature shallow gables that allow the break-up of the massing of the building.



Appeal scheme front elevation (*not to scale*)

- 7.8. The profiling has been repeated within the side elevations that now provide different height levels with lower profiles to the north as you approach from Waldeck Street. The different levels evident through the stepped eaves height is considered to reduce the bulk and height of the building at its closest position to Waldeck Street.
- 7.9. In addition, the detail of the side elevations, particularly the east elevation, has been amended to reduce bulk through the removal of the previous dormer, and now appears notably subordinate to the main ridge. The fenestration in the east elevation arrangement has also been amended to remove any blank spaces and enhance visual interest.
- 7.10. Whereas concerns have been raised by residents regarding the failure of the proposals to overcome the Inspector's reasons for refusal, officers consider on balance that the changes outlined above in terms of building height, roof design and profiling as well as elevational treatment have adequately addressed the Inspector's concerns. The proposed development is therefore now considered not to have an adverse effect onto the character and appearance of the area in terms of design, bulk and mass and therefore now accords with the policy CS7.

#### Amenity of Future Occupiers

- 7.11. The proposal provides approximately 110sqm of communal outdoor amenity space to the rear of the proposed building. To overcome the second reason for refusal by the Inspector in terms of harm to the amenities of the 2 ground floor units adjoining the communal outdoor amenity space, the studio closest to the shared garden area has been re-orientated so its window will no longer face onto the garden. Due to the new position of the laundry area on the ground floor the second closest studio to the garden area would be located away from the garden area. Users of the garden area will also be kept clear of the rooms adjoining the garden area by a dwarf brick wall, which will prevent undue disturbance to ground floor rooms.
- 7.12. The proposed units (all self-contained) measure between 16 and 18sqm in floor space area. Internal floor space standards for HMOs by comparison require 10.5sqm for rooms with cooking facilities occupied by one person. The units are therefore considered to be of an acceptable size.
- 7.13. The layout of the self-contained rooms is replicated at ground and first floor with 15 units each at these 2 levels. The upper floor consists of 10 units that are of a larger size, but generally stacked above the units below with hall ways and service facilities following the same layout on all 3 floors. Communal laundry facilities are provided on both ground & first floors.
- 7.14. Pedestrian access to the building, including disabled access, would be via a new pedestrian entrance from Charndon Close that is considered acceptable. The proposal would need to be built to required building regulation standards with regards to internal circulation taking into account the needs for the disabled.

- 7.15. To demonstrate that the setting of the building into the ground would not adversely impact onto the available light to the ground floor rooms, a 25 degree daylighting test has been provided and illustrated on the elevations in accordance with the Building Research Establishment Best Practice Guidance. This confirms that the ground floor rooms will be provided with an acceptable level of daylight and outlook.
- 7.16. The conclusion reached is that the relationship between the amenity area and ground floor units and the layout of the self-contained units is now considered to accord with policy DM4 in preventing loss of privacy and noise and disturbance. As such the changes are considered to have overcome the second reason for refusal.

#### Neighbouring Amenity

- 7.17. The proposed building would retain separation distances from the adjoining properties on Waldeck Street considered adequate to prevent impact onto the amenities of the properties in terms of being overbearing, loss of light or overlooking.
- 7.18. Concerns have been raised by neighbours regarding potential noise and anti-social behaviour from the students who would occupy the building. However, Core Strategy Policy CS3 (Social Inclusion and Diversity), among other things, seeks to ensure that all members of the population, including students, should have access to housing. As advised previously by the Council's Housing Section, appropriate conditions would be imposed regarding a management plan/company that would deal with such issues. Furthermore, issues of anti-social behaviour are also covered under separate legislation applicable to the future occupants and the general locality. Whilst issues to do with disturbance and noise during construction have been raised by residents, these matters are covered in terms of recommended conditions on the need to submit Construction Management Statements as well as informatives being added to any planning permission granted regarding working hours and good working practices.

#### Transport

- 7.19. The Council's Transport Strategy Section has assessed the proposed development and highlighted that the site is sustainable in terms of access to public transport.
- 7.20. There are no adopted parking standards for student accommodation which are "off campus". The development includes the provision of 10 on-site parking spaces which equates to a provision of 0.25 spaces per unit. Whilst there are no specific standards, it does conform to the Council's adopted parking standards for Houses in Multiple Occupation (0.25 per bedroom). The Council's Transport Strategy Section has recommended appropriate conditions on a Car Parking Management Plan and the provision of car parking spaces. In addition, the application site is now located within an area designated as a Residents Parking Permit Area Zone 10R which was implemented on 1st March 2016. The introduction of a Residents Parking Permit Area allows the Council to control and restrict how many permits are issued to each property to ensure there is no intensification in on-street parking. Subject to adherence to the Council's Parking Standards and Design SPD as well as restrictions in tenancy agreements for student ownership of a car in Reading, the provision of 0.25 spaces per bedroom is considered appropriate.

- 7.21. Concerns have been raised by residents regarding the loss of existing parking within the site that is currently being utilised by residents. It should be noted that the 18 parking spaces currently available on the site are privately owned and associated with the Public House use. Whilst the Public House is no longer operating, residents of the area have no agreement or right to park in these spaces as they are on private land
- 7.22. The refuse/recycling and cycle store sited to the rear of the building will also be accessed from Charndon Close. The refuse/recycling and cycle store is considered appropriate. In accordance with the Council's Revised Parking Standards and Design SPD, the development would be required to provide 1 cycle parking space per 3 staff and 1 space per 5 students. It is indicated that 40 cycle spaces would be provided within the secure cycle stores in addition to short stay visitor cycle parking in the amenity area at the rear of the building, spaces considered adequate. However, the proposed cycle stands are in the form of a Josta two tier system which does not comply with the Council's standards. The adopted standards states that cycle storage should be easy to use, where the cycle can be secured easily and quickly to the stand. Therefore, the proposed two tier system should be replaced with 'Sheffield' type stands. This could be secured by condition if planning permission were granted.
- 7.23. The Council's Transport Strategy Section has assessed the submitted Transport Statement and confirmed (see detailed comments in Appendix 1) that it is unlikely that the proposal would result in a material impact on the safety and efficiency of the local highway network.

#### Travel Plan

- 7.24. A framework for the Travel Plan has been included within the Transport Statement which should form part of the S106 agreement and should be formalised prior to occupation. In addition a Travel Plan Coordinator (TPC) must be appointed to deliver the overall aims and objectives defined within the Travel Plan and the plan should be reviewed annually.

#### Trees, Landscaping and Ecology

- 7.25. There are no trees on site that would prevent the proposed scheme from being implemented. The Council's Natural Environment Officer has highlighted the importance of landscaping around the perimeter of the building and has expressed concerns regarding the limited space around the building for tree planting and potential for conflict between planted trees and shadowing of adjoining rooms. However, it is considered that subject to appropriate tree species and their siting there is scope for some form of landscaping to help soften the visual impact of the development. As such, whilst some landscape details have been submitted, the Council's Natural Environment Officer has recommended the use of pre-commencement landscaping conditions to allow for approval of details of landscaping around the site.
- 7.26. The proposal would include the demolition of an existing building that is a potential habitat for protected species such as bats. As such the proposal would need to comply with Core Strategy Policy CS36. The applicant has submitted an initial Bat Survey Report that suggests there are no bats on site.

## Other Issues

### Contaminated Land

- 7.27. The proposed development lies on the site of an historic brick field which has the potential to have caused contaminated land and the proposed development is a sensitive land use. The applicant has submitted an initial Contamination Report by Sitecheck that concluded that the site cannot be designated as 'contaminated land within the meaning of Part IIA of Environmental Protection Act 1990. The Council's Environmental Health (Land Contamination) have not objected to the proposal subject to appropriate conditions requiring site investigations to ensure that the site is suitable for the proposed use or can be made so by remedial action.

### Air Quality

- 7.28. The site falls within an Air Quality Management Area that requires the submission of an Air Quality Assessment Report in accordance with policy DM19. The applicant has submitted an Air Quality Assessment prepared by Gem Air Quality dated January 2014 that shows that the significance of dust soiling and PM10, is, at worst slightly adverse. This, according to the report, can be mitigated to negligible through appropriate mitigation measures. The measures include site planning activities such as barriers around dusty activities and no bonfires, managing construction traffic and control of site activities. It is considered that with such mitigation measures in place, the proposals are considered acceptable in terms of the potential air quality impacts across the development.

### Sustainable Urban Drainage (SUDS)

- 7.29. In their submission the applicant has highlighted that the proposal would accord with policy DM1 that requires developments to adapt to climate change including minimising the effect of surface water runoff through the design of the drainage system. The proposed development incorporates the principles of Sustainable Urban Drainage (SUDS) through making provision for a SUDS soakaway to the rear of the site. This soakaway will achieve significant benefits for the existing drainage of the site by increasing the permeable area of the site from 55 square metres as existing to 171 square metres as proposed.

### Sustainable Construction and Design

- 7.30. The submitted Sustainability and Energy Statement includes measures to reduce CO2 emissions, achieving Sustainable Homes Code Level 3 and 4 in relation to energy criterion, utilisation of sustainable water consumption technologies, use of A+ or A rated materials, measures that are all considered to meet the requirements of Policy CS1 and the Sustainable Design and Construction SPD.

### Affordable Housing

- 7.31. The proposal is for student accommodation and in accordance with the Council's Affordable Housing SPD (2013), the affordable housing policy will not be applied to student accommodation unless this is being developed on an allocated housing site or a site where residential development would have been anticipated. As the site is not an allocated housing site or a site where residential development would have been anticipated contributions to affordable housing would not be sought.

S106 for the Travel Plan

7.32. As highlighted within the transport section above, a framework for the Travel Plan has been included within the Transport Statement which should form part of the S106 agreement and should be formalised prior to occupation. The measures include:

- Provision of one cycle space per apartment upon lease of apartment
- Provision of sustainable travel packs to all residents including bus network and cycle network maps
- On-site parking permit system for residents and staff
- Restrictions in tenancy agreement for ownership of car in Reading to residents without allocated car parking spaces
- Restriction on all apartments for parking permit in local areas

Community Infrastructure Levy (CIL).

7.33. The development would be liable to make CIL contributions and the charging rate for student accommodation is £120 per sqm. Regulation 40 of CIL outlines that the floor area of relevant existing buildings can be discounted from the chargeable area provided the premises have been in active use for 6 months from the last 3 years. No details have been submitted by the applicant to this effect regarding the existing public house, and therefore CIL will be charged to the total floor area of the proposed building.

#### Third Party Representations

7.34. Most of the issues raised by neighbouring residents have been addressed in the above report. Details contained in paragraphs 1 and 2 of the Transport Officer comments (Appendix 1) fully clarifies the submitted transport assessment in terms of the comparison of TRICs data to do with the current application and previous applications for the site 140524 and 150134. There is no evidence to demonstrate that there is overprovision of student accommodation within the borough

#### Equality Impact

7.35. In determining this application the Council is required to have regard to its obligations under the Equality Act 2010. The key equalities protected characteristics include age, disability, gender, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief and sexual orientation. There is no indication or evidence that the protected groups have or will have different needs, experiences, issues and priorities in relation to these particular planning applications.

7.36. In terms of the key equalities protected characteristics it is considered there would be no significant adverse impacts as a result of these developments.

## 8. CONCLUSION

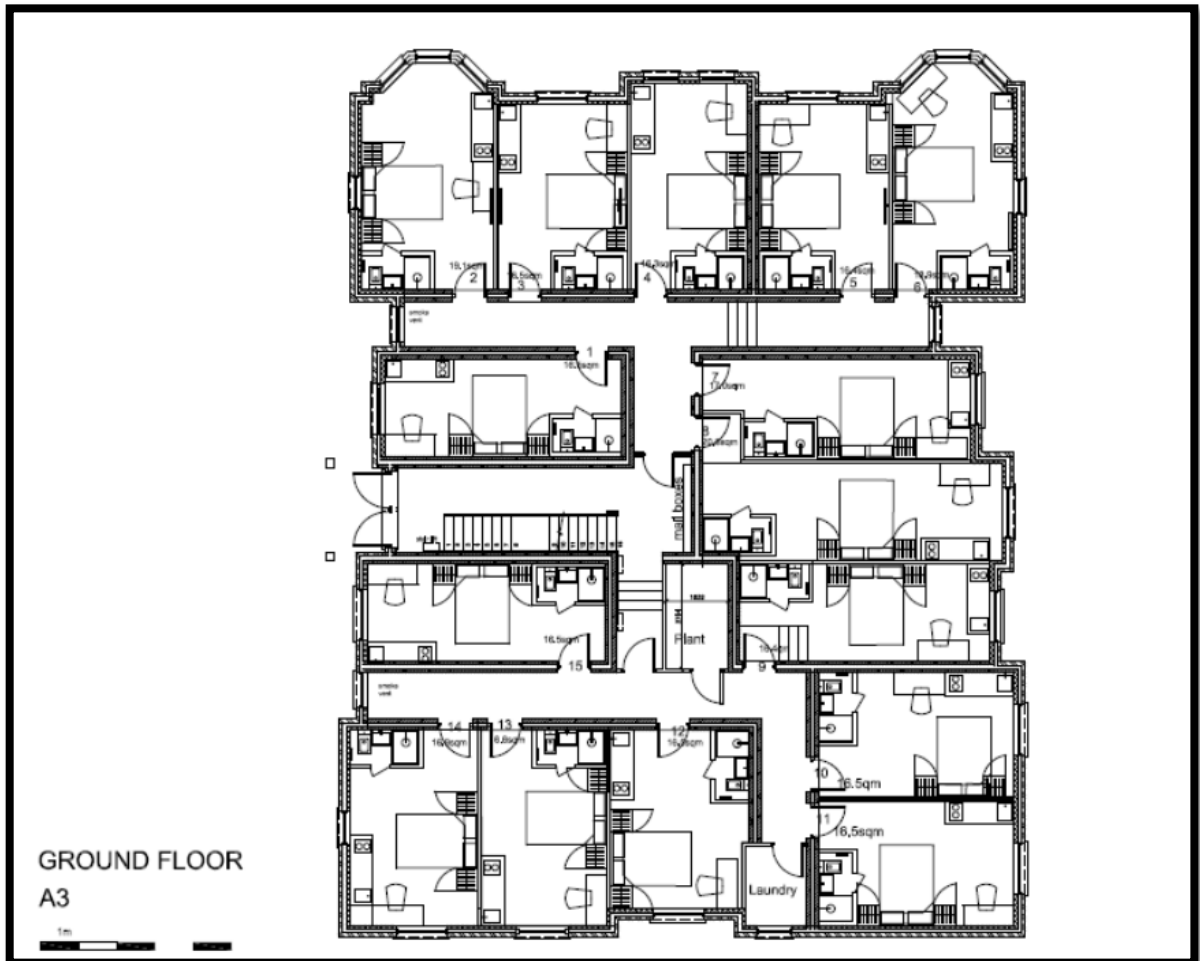
8.1. The recommendation is to grant planning permission, subject to a legal agreement securing travel plan measures and conditions as set out above.

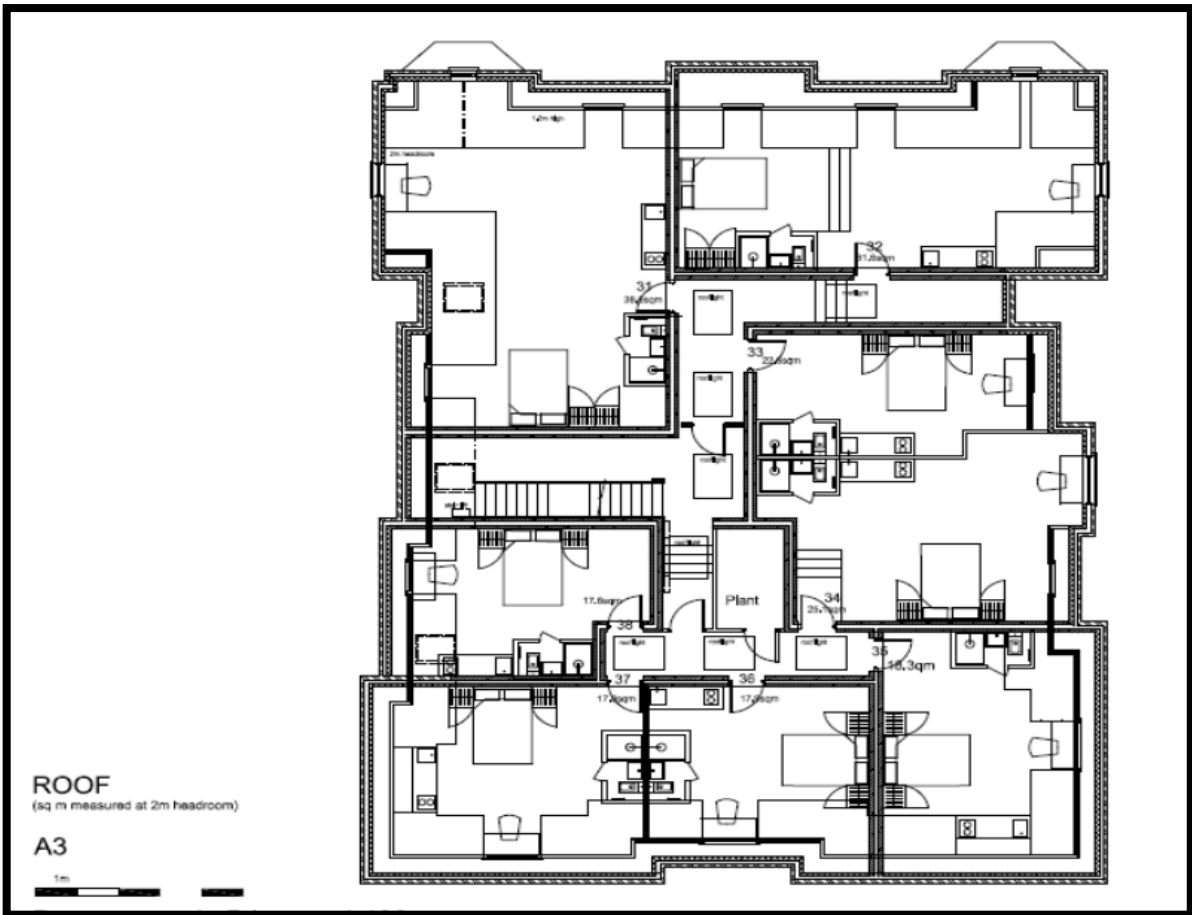
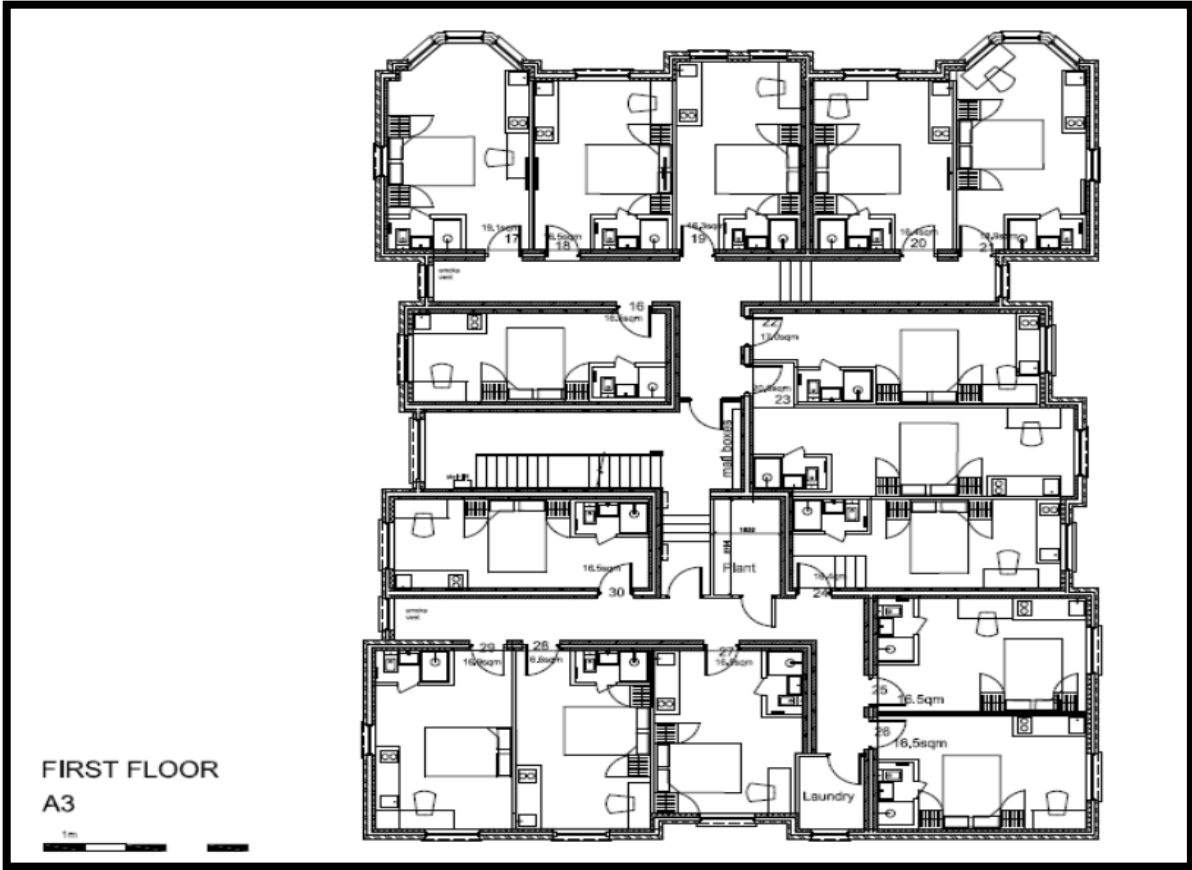
Case Officer: Ralph Chakadya

# Plans



Street Scene and Site Plan (not to scale)







Front and West Side Elevations



Rear and East Side Elevation

## APPENDIX 1

### Detailed Transport Comments.

#### Memo

To: Ralph Chakadya

From: Transport Development Control

Date: 26 May 2016

Re: Consultation on Planning Application

Application Number: 160558

Application Type: Full Planning Approval

Address: The Woodley Arms Ph Waldeck Street Reading RG1 2RF

Proposal: Erection of a block of 40 Studio student apartments including parking, amenity space and landscaping following demolition of existing public house. (Resubmission of 150134)

I can confirm that the full TRICS data reports were not submitted in respect of planning application 140524 for the conversion and change of use of Public House to four residential flats and it was not considered necessary that a full examination was undertaken given that the existing use would have generated significantly more trips than the proposed residential use.

It is accepted that there is a difference between the estimated trip rates for the residential planning application 140524 permitted in July 2014 and the student accommodation planning application 150134 refused in March 2015, however, a comparison was not undertaken as this was not a material consideration to the later application given that it was for a different proposal, and as stated above, full TRICS data reports were not submitted in respect of the earlier application. Therefore, application 150134 was considered under its own merits.

TRICS is the national standard system of trip generation and analysis in the UK and Ireland, and is used as an integral and essential part of the Transport Assessment process. It is a database system, which allows its users to establish potential levels of trip generation for a wide range of development and location scenarios where it is not possible to undertake actual surveys. In this case, actual surveys could not be undertaken at the Woodley Arms PH as the business had ceased trading.

Person trips are trips made by one or more persons in any mode of transportation including car, walking, cycling, public transport and including servicing and deliveries. Each person is considered as making one person trip. For example, four persons traveling together in a vehicle equate to four person trips. Whilst the Woodley Arms PH business deteriorated overtime and the trip rates generated by the PH may have been less leading to its eventual closure, the current permission permits any A4 use to operate from the site, and the planning application 150134 was assessed on this basis.

The National Planning Policy Framework states that 'Development should only be prevented or refused on traffic grounds where the residual cumulative impacts of development are severe'. The number of peak hour vehicular movements was assessed as part of the 2015 application which determined that that the proposal would in a net increase of 4 two-way vehicle trips in the morning peak hour and a net reduction of 24 vehicular trips in the evening peak hour with an overall reduction in in person trips throughout the day. Given that the current proposal does not increase the number of student rooms from the 2015 application, a new assessment is not deemed necessary.

The application site is now located within an area designated as a Residents Parking Permit Area Zone 10R which was implemented on 1<sup>st</sup> March 2016. The introduction of a Residents Parking Permit Area allows the Council to control and restrict how many permits are issued to each property or HMO to ensure there is no intensification in on-street parking. Restrictions in tenancy agreements for ownership of car in Reading will be implemented through the Travel Plan and secured by the S106 agreement.

The 18 parking spaces currently available on the site are privately owned and associated with the PH use. Whilst the PH is no longer operating, residents of the area have no agreement or right to park in these spaces as they are on private land.

The site is located within Zone 2, Primary Core Area of the Council's adopted Parking Standards and Design SPD. This zone directly surrounds the Central Core Area and extends to walking distances of 2 kilometres from the centre of Reading. This zone is well served by public transport, with buses continuing either into or out of the Central Core Area via this zone. The site is located within a kilometre of University of Reading London Road campus.

The parking standards set for Halls of Residence located in this zone are 1 space per FTE member of staff and no requirements for students, however, there are no adopted parking standards for student accommodation which are provided "off campus" and operate as independent providers of higher education accommodation. Therefore, an application of this type is likely to be considered on its own merits considering local circumstances including access to public transport provisions and the availability of parking and on-street regulations.

The development includes the provision of 10 on-site parking which equates to a provision of 0.25 spaces per unit which was agreed during the previous application. Considering student accommodation is likely to share similar characteristics to Houses in Multiple Occupation, a provision of 0.25 spaces per bedroom is a realistic provision considering the site is located off campus and will generate some demand for student parking and/or visitors to the site.

In accordance with the Council's Parking Standards and Design SPD, students should be prohibited from bringing vehicles to the site through a tenancy agreement stating that residents will not be permitted to keep a car in Reading. This must form part of the signed tenancy agreements which will run for the entire period of their tenancy. This procedure has been used for other student accommodation planning applications within the borough since 2001.

Waldeck Street is now part of a new Residents Parking Permit Area Zone 10R which was implemented on 1<sup>st</sup> March 2016. Therefore, the students residing on the site will not be entitled to a residents parking permit to for the surrounding area to ensure that the development does not harm the existing amenities of the neighbouring residential properties by adding to the already high level of on street car parking in the area.

A Car Parking Management Statement should also be submitted to accompany any full application to detail how the arrivals and departures of students will be managed at the beginning and end of term. This is to ensure that students are provided with dedicated areas to drop off and get picked up with their belongings so as not to park on the surrounding streets.

The existing vehicular access to the site will be retained to serve the proposed car park area which accommodates 10 parking spaces including one disabled space. The refuse/recycling and cycle store will also be accessed from Charndon Close. Pedestrian access to the building would be via a new pedestrian entrance via Charndon Close.

In accordance with the Council's Revised Parking Standards and Design SPD, the development would be required to provide 1 cycle parking space per 3 staff and 1 space per 5 students. It is indicated that 40 cycle spaces would be provided within the secure cycle stores in addition to short stay visitor cycle parking in the amenity area at the rear of the building. However, the proposed cycle stands are in the form of a Josta two tier system which does not comply with the Councils standards. I would prefer the proposed two tier system to be replaced with 'Sheffield' type stands. However, I am happy to deal with this by condition.

The National Planning Policy Framework states that 'Development should only be prevented or refused on traffic grounds where the residual cumulative impacts of development are severe'. The number of peak hour vehicular movements was assessed as part of the 2015 application which determined that that the proposal would in a net increase of 4 two-way vehicle trips in the morning peak hour and a net reduction of 24 vehicular trips in the evening peak hour with an overall reduction in in person trips throughout the day. Therefore, it is unlikely that the proposal would result in a material impact on the safety and efficiency of the local highway network.

Travel plans are used to initiate modal shift away from the private car and towards a more sustainable modes. A framework for the Travel Plan has been included within the Transport Statement which should form part of the S106 agreement and should be formalised prior to occupation. The measures include:

1. Provision of one cycle space per apartment upon lease of apartment
2. Provision of sustainable travel packs to all residents including bus network and cycle network maps
3. On-site parking permit system for residents and staff
4. Restrictions in tenancy agreement for ownership of car in Reading to residents without allocated car parking spaces
5. Restriction on all apartments for parking permit in local areas

In addition to the above, a Travel Plan Coordinator (TPC) must be appointed to deliver the overall aims and objectives defined within the Travel Plan and the plan should be reviewed annually. Travel information should be made available to all staff, visitors and residents in a highly visible manner within the building, for example on travel notice board in the entrance or reception area.

There are no transport objections to the proposal subject to conditions and S106 terms.



# MINSTER



## COMMITTEE REPORT

BY THE DIRECTOR OF ENVIRONMENT & NEIGHBOURHOOD SERVICES  
READING BOROUGH COUNCIL  
PLANNING APPLICATIONS COMMITTEE: 29 June 2016

ITEM NO. 11

Ward: Minster

App No.: 151924/FUL and 151925/LBC

Address: 1 Castle Crescent

Proposal: Refurbishment of 3 Castle Crescent to provide 5 residential dwellings including internal and external alterations. Demolition of existing outbuildings including existing coach house and garage. Development of 8 residential dwellings along eastern boundary of the site. All associated works include vehicular and pedestrian access, parking, landscaping and bin store provision.

Applicant: Mr R Brown

Date valid (151924/FUL): 29 October 2015

Date valid (151925/LBC): 28 October 2015

Major Application: target decision date (extended): 13 July 2016

Minor Application: target decision date (extended): 13 July 2016

### RECOMMENDATION (151924/FUL)

Delegate to Head of Planning, Development and Regulatory Services to GRANT subject to completion of a S106 legal agreement securing:

- A contribution of £120,000 toward affordable housing. The contribution to be payable before the 4<sup>th</sup> new build dwelling is occupied.
- The provision of a continuous footway on the western side of Garnet Hill as per the approved site layout plan. The footway shall be constructed and adopted as public highway through a S278 agreement.
- The works to the listed building shall be completed, and the listed building shall be made ready for occupation, before the 4<sup>th</sup> new build dwelling is occupied.
- The applicant, their agent or their successors in title, shall provide for the on-going maintenance of the listed building.

If the obligation is not completed by 13 July 2016, delegate to officers to REFUSE as contrary to Policies CS16 and CS33 of the Reading Borough Local Development Framework Core Strategy and Policies DM6 and DM12 of the Sites and Detailed Policies Document, unless the Head of Planning, Development and Regulatory Services agrees to a later date for completion of the agreement.

### RECOMMENDATION (151925/LBC)

GRANT.

### CONDITIONS TO INCLUDE (151924/FUL)

Standard 3 year commencement.

No development shall take place until details of the materials to be used in the construction of the external surfaces of the development including all external fixtures, fittings, window frames and details of window and doorway reveals have been submitted to and approved in writing by the local planning authority. The development shall be carried out in accordance with the approved details.

3. Before the accesses are brought into use signs shall be erected in accordance with

the approved plan and drawing SIGN-01, and thereafter maintained in good condition.

4. No dwelling shall be occupied until space for vehicle parking and turning has been provided for that dwelling in accordance with the approved drawing. This area shall thereafter be kept available for parking at all times.
5. Notwithstanding the provisions of the current Town and Country Planning General Permitted Development Order, the garage accommodation on the site shall be kept available for the parking of vehicles at all times.
6. Secure, covered and lockable bicycle storage spaces shall be provided and equipped with secure Sheffield cycle stands in accordance with a layout to be submitted to and approved by the Local Planning Authority before occupation of the dwellings to which they relate.
7. The residential units hereby approved shall not be occupied until the Council has been notified in writing of the full postal address of the units. Such notification shall be addressed to the Council's Planning Manager quoting the planning application reference specified in this Decision Notice. Reason: In order that the Council can update its records to ensure that parking permits are not issued to the occupiers of the new residential units hereby approved, and thus ensure that the development does not harm the existing amenities of the occupiers of neighbouring residential properties by adding to the already high level of on street car parking in the area.
8. Prior to any agreement being entered into for a new occupation of, or transfer of any interest in, the residential units hereby approved the prospective occupier/transferee shall be informed of the prohibition on entitlement to a car parking permit. All material utilised for advertising or marketing the residential units for letting or sale shall make it clear to prospective tenants and occupiers that no parking permit will be issued by the Council to occupiers of the residential units. Reason: In order that the prospective occupiers are made aware of the fact that they will not be entitled to an on-street car parking permit, in the interests of the proper management of parking, and to ensure that the development does not harm the existing amenities of the occupiers of neighbouring residential properties by adding to the already high level of on street car parking in the area.
9. No development shall take place, including any works of demolition, until a Construction Method Statement has been submitted to and approved in writing by the local planning authority.
10. No development shall take place until details of the implementation, maintenance and management of the sustainable drainage scheme have been submitted to and approved by the Local Planning Authority. The scheme shall be implemented before occupation of the development approved and thereafter managed and maintained in accordance with the approved details.
11. No development shall take place until an assessment of the nature and extent of contamination has been submitted to and approved in writing by the Local Planning Authority. This assessment must be undertaken by a competent person, and shall assess any contamination on the site, whether or not it originates on the site.
12. No development shall take place until a detailed remediation scheme to bring the site to a condition suitable for the intended use by removing unacceptable risks to human health, buildings and other property and the natural and historical environment has been submitted to and approved in writing by the Local Planning Authority.
13. The remediation scheme shall be implemented in accordance with the approved timetable of works. A validation report (that demonstrates the effectiveness of the remediation carried out) must be submitted to and approved by the Local Planning Authority prior to construction of the development.
14. In the event that contamination not previously identified is found at any time when carrying out the approved development, development must be halted on that part

of the site and it must be reported in writing to the Local Planning Authority. Following that an assessment of the nature and extent of contamination must be undertaken and where remediation is necessary a remediation scheme, together with a timetable for its implementation, must be submitted to and approved in writing by the Local Planning Authority.

15. No development shall take place until a detailed land gas site investigation has been carried out by a competent person to fully and effectively characterise the nature and extent of land gas and its implications.
16. No development shall take place until a scheme showing how the development is to be protected against the possibility of land gas has been submitted to and approved in writing by the Local Planning Authority.
17. The land gas remediation scheme shall be implemented in accordance with the approved timetable of works. A validation report (that demonstrates the effectiveness of the remediation carried out) must be submitted to and approved by the Local Planning Authority prior to any part of the accommodation hereby approved being occupied.
18. No development shall take place before a scheme has been submitted to and approved in writing by the Local Planning Authority, which specifies the provisions to be made for the control of noise and dust emanating from the site during the demolition and construction phase.
19. The hours of noisy construction, demolition and associated deliveries shall be restricted to the hours of 08:00hrs to 18:00hrs Mondays to Fridays, and 09:00hrs to 13:00hrs on Saturdays, and not at any time on Sundays and Bank or Statutory Holidays.
20. No materials or green waste produced as a result of the clearance of the site, demolition works or construction works associated with the development hereby approved shall be burnt on site.
21. Works shall not commence until a licence for development works affecting bats has been obtained from the Statutory Nature Conservation Organisation (Natural England) and a copy has been submitted to the Local Planning Authority. Thereafter mitigations measures approved in the licence shall be maintained in accordance with the approved details.
22. No development shall take place within the site until the applicant, or their agents or their successors in title, has secured and implemented a programme of archaeological work (which may include more than one phase of work) in accordance with a written scheme of investigation, which has been submitted to and approved in writing by the Local Planning Authority.
23. No development shall take place until full details of both hard and soft landscaping and boundary treatments have been submitted to and approved in writing by the local planning authority.
24. The hard and soft landscaping works shall be carried out in accordance with the approved details. The works shall be carried out before any of the development is occupied or in accordance with a timescale which has been agreed in writing with the Local Planning Authority. Any trees or plants which within a period of 5 years from planting die, are removed or become seriously damaged or diseased shall be replaced in the next planting season with others of a similar size and species.
25. No development shall take place until a schedule of landscape maintenance for a minimum period of 5 years has been submitted to and approved in writing by the local planning authority.
26. Standard approved plans condition.

#### INFORMATIVES TO INCLUDE (151924/FUL)

1. Before any planning consent is implemented an agreement under Section 278 of the Highways Act, 1980, will be required with respect to works affecting the existing

- highway.
2. Any works affecting the highway shall be in accordance with Reading Borough's Council's document "Guidance Notes for Activities on the Public Highway within the Borough of Reading".
  3. The occupiers of the residential units will not be entitled to an on-street car parking permit in the interests of the proper management of parking, and to ensure that the development does not harm the existing amenities of the occupiers of neighbouring residential properties by adding to the already high level of on street car parking in the area in accordance with Core Strategy Policy CS24 and Sites and Detailed Policies document Policy DM12. The site is located close to local facilities, with frequent public transport services on nearby roads. The conditions above place a requirement that the Council be notified of postal addresses of the residential units before occupation and that the occupiers/transferees to be informed of the prohibition on entitlement to a car parking permit.
  4. For further information about construction and demolition nuisance law the applicant is referred to: <http://www.reading.gov.uk/article/2563/Construction--Demolition>.
  5. Standard approved plans informative.
  6. Pre-commencement conditions advice
  7. Standard 'positive and proactive' informative.
  8. Standard CIL informative.
  9. Standard Section 106 Agreement informative.

#### CONDITIONS TO INCLUDE (151925/LBC)

1. Standard 3 year commencement
2. No development shall take place until details of the materials to be used in the construction of the external surfaces of the development including all external fixtures, fittings, window frames and details of window and doorway reveals have been submitted to and approved in writing by the local planning authority. The development shall be carried out in accordance with the approved details.
3. Prior to their installation details of new windows (at 1:20 scale showing glazing bar details) shall be submitted to and approved in writing by the Local Planning Authority.
4. Prior to the commencement of any works of demolition measures to protect the building (including protection of existing windows) shall be put in place and retained for the duration of those works.

#### INFORMATIVES TO INCLUDE (151925/LBC)

1. Standard approved plans informative.
2. Standard 'positive and proactive' informative.
3. Advice re works to listed buildings

## 1. INTRODUCTION

- 1.1 The site comprises a listed building and a series of ancillary buildings/structures. The listed building, 3 Castle Crescent, is a substantial mid 19<sup>th</sup> century villa that was originally constructed as a vicarage for Greyfriars Church, Friar Street. A large side extension was added to this building at a later date. The building is currently vacant and has been subject to significant levels of vandalism.

- 1.2 1 Castle Crescent, located to the east of number 3, is most likely the remains of servants accommodation above stables. A large proportion of this building appears to have been demolished at some point in the past. It, too, has been subject to significant levels of vandalism.
- 1.3 To the rear of these buildings are the remains of two rows of garages dating from the late 1960s and 1970s. The remainder of the grounds to the rear of the main building comprise an overgrown garden area, with a number of mature trees. The site is level, but is at a higher elevation than land to the south and east.
- 1.4 The site is located within the Russell Street/Castle Hill Conservation Area on the junction between Castle Crescent and Coley Hill. Castle Crescent is characterised by late 19<sup>th</sup> century detached and semi detached houses. The eastern side of Coley Hill, closest to the application site, contains an almost continuous terrace of three storey listed buildings dating from the early 19<sup>th</sup> century.
- 1.5 Beyond the junction between Coley Hill and Castle Crescent the land slopes away sharply, allowing views over Coley and the southern part of the town centre.
- 1.6 The site was visited by members of the Committee on 3 March 2016.



## 2. PROPOSAL

- 2.1 The application is for the demolition of the former stables at 1 Castle Crescent, and the eastern wing of number 3. In their place it is proposed to erect a mews style development of 8 new dwellings, with a new extension to the listed building to form a new dwelling. The proposal also includes the conversion of the main building to 4 x 1 bedroom flats.

### 3. PLANNING HISTORY

- 960367 (96-00811-FUL). Erection of 2 storey building to contain 4 flats and conversion of 3 Castle Crescent from 11 bedsits to 5 flats. Granted.
- 960368 (96-00812-LBC). Conversion of 3 Castle Crescent from 11 bedsits to 5 flats. Granted.
- 970033 (97-00054-CON). Conservation Area Consent for the demolition of 16 garages. Granted.
- 071562 (07-01505-LBC). Conversion and modification to no. 3; demolition of outbuildings; extension to No.3 and construction of 3 new residential buildings. Withdrawn.
- 071563 (07-01506-FUL). Conversion and modification to no. 3 Castle Crescent to form 5 residential flats; and the demolition of outbuildings and construction of 3 residential buildings comprising 9 dwellings, forming 14 dwelling units overall. Refused.
- 081008 (08-00049-LBC). Conversion and modification to existing building, demolition of outbuilding and extensions and construction of new extension. Refused.

### 4. CONSULTATIONS

#### 4.1 Statutory:

- No statutory consultations were required given the nature of the application.

#### 4.2 Non-statutory:

- Transport Development Control - no objection subject to conditions
- Environmental Health - no objection subject to conditions
- Natural Environment Officer - no objection subject to conditions
- Ecologist - no objection subject to a condition
- Archaeologist - no objection subject to a condition

#### 4.3 Public consultation:

213 properties were consulted by neighbour consultation letter. A site notice was displayed by officers. The consultation period expired on 26 November 2015.

8 comments have been received. In summary the comments are:

- Support for application.
- That the opportunity to ensure a 1m wide footpath throughout the length of the west side of Garnet Hill, created by the new frontage onto Garnet Hill, should be enforced.
- A constraint should be placed prohibiting the allocation of any Residents Parking permits to any of the properties.
- Changes should be made to double yellow lines.

- The proposed new buildings are out of keeping with the site and its surroundings.
- Highway safety concerns.
- Concern regarding noise and disturbance from construction.
- Loss of privacy
- Loss of light
- Detrimental impact on views of listed building.

2 comments have been received as a result of the reconsultation on the amended access arrangements. In summary the comments are:

- Objection to proposed access on Castle Crescent.
- Reiteration of points raised previously.

## 5. RELEVANT PLANNING POLICY AND GUIDANCE

Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires that proposals be determined in accordance with the development plan unless material considerations indicate otherwise. Material considerations include relevant policies in the National Planning Policy framework (NPPF) - among them the 'presumption in favour of sustainable development'.

The following local and national planning policy and guidance is relevant to this application:

### 5.1 National Planning Policy Framework

- Part 4 - Promoting sustainable transport
- Part 6 - Delivering a wide choice of high quality homes
- Part 7 - Requiring good design
- Part 11 - Conserving and enhancing the natural environment
- Part 12 - Conserving and enhancing the historic environment

### 5.2 Reading Borough Local Development Framework Core Strategy

- CS4 (Accessibility and the Intensity of Development)
- CS7 (Design and the Public Realm)
- CS9 (Infrastructure, Services, Resources and Amenities)
- CS15 (Location, Accessibility, Density and Housing Mix)
- CS16 (Affordable Housing)
- CS18 (Residential Conversions)
- CS24 (Car/Cycle Parking)
- CS33 (Protection and Enhancement of the Historic Environment)
- CS36 (Biodiversity and Geology)
- CS38 (Trees, Hedges and Woodlands)

### 5.3 Sites and Detailed Policies Document

- SD1 (Presumption in Favour of Sustainable Development)
- DM4 (Safeguarding Amenity)
- DM5 (Housing Mix)
- DM6 (Affordable Housing)
- DM8 (Residential Conversions)
- DM10 (Private and Communal Outdoor Space)
- DM11 (Development of Private Residential Gardens)

## DM12 (Access, Traffic and Highway Related Matters)

### 5.4 Reading Borough Council Supplementary Planning Guidance

- Revised Section 106 Planning Obligations SPD (November 2013)
- Affordable Housing SPD
- Parking Standards and Design (Supplementary Planning Document).

## 6. APPRAISAL

### Main Issues

- 6.2 The main issues are:
- i. Character and appearance
  - ii. Works to the listed building
  - iii. Housing mix
  - iv. Impact on neighbours
  - v. Transport issues
  - vi. Amenity of future occupants
  - vii. Bats
  - viii. Equalities impact assessment
  - ix. Planning obligations

### Character and appearance

- 6.1 3 Castle Crescent is a large detached listed building that is believed to date from the 1840s or early 1850s. It has been vacant for at least 10 years and is in a poor state of repair. The site is located within the Russell Street/Castle Hill Conservation Area. The surrounding buildings are largely Georgian and Victorian, and include large villas, terraces and smaller in fill dwellings. The terrace to the north east of the site is listed.
- 6.2 The proposal involves the demolition of an existing outbuilding on the corner of Castle Crescent and Garnet Hill, and its replacement with new dwellings. The existing building has been subject to vandalism and arson, and it is considered to have a detrimental impact on the setting of surrounding listed buildings and the conservation area. The new dwellings will take the form of a mews development arranged in an 'L' shape to the side and rear of the main building. They will be 2 storey in height, with materials and fenestration details that match both the principal building and surrounding buildings. They are considered to be appropriately subservient to surrounding listed buildings. The replacement of the existing building with these dwellings is considered to enhance the setting of the listed buildings and the conservation area. It is recommended, however, that the permitted development right that would be enjoyed by these properties to install satellite dishes is removed in order that their installation can be controlled by the Council.
- 6.3 The proposed landscaping includes new tree and other planting to the front and rear of the site. Following discussions with officers the 'carriageway sweep' mentioned in the list description is to be preserved within the proposed parking and landscaping layout.

### Works to the listed building

- 6.4 The proposal involves the demolition of the east wing of the building, with the erection of a more modest extension in its place. Research undertaken by the applicant's agent has demonstrated that the wing is contemporary with the main house rather than a later addition.
- 6.5 The existing east wing is in two parts, a modest hipped roof structure toward the front and a taller, wider structure to the rear of this. This wing, in terms of the excessive width of the rear element (8.4 metres) and the jumble of roofs, is considered to detract from the appearance of the building. Its demolition and replacement with a narrower structure will enable a meaningful amount of space to be provided between the main building and the new dwellings. The proposed extension is considered to complement the appearance and proportions of the listed building.
- 6.6 The works to the main body of the building include a number of alterations to the layout to enable it to be converted to four flats. The proposal was initially for 2 x 2 bedroom units and 2 x 1 bedroom units in the main part of the building, and a 2 bedroom unit in the new extension. However, concerns were expressed by officers that the layout appeared quite cramped and would harm the character of the building. The present plans were submitted with 4 x 1 bedroom units proposed in the main part of the building, with a 2 bedroom unit in the extension. The new layout is considered to have an acceptable impact on the character of the building.
- 6.7 The applicant has confirmed, within the Planning Statement submitted with this application, that, "The opportunity to restore the listed building in isolation would not be viable given the high associated building costs and as such additional development is proposed which reflects the historic building layout of the site. The introduction of a new build element to the proposals will ensure the sustainable and viable long term use of the building". In order to ensure the long term viability of the listed building, it is recommended that a Section 106 Agreement is entered into with the applicant requiring that the works to the listed building are completed, and the building is ready for occupation, before the 4<sup>th</sup> new build dwelling is occupied. It is also considered appropriate for an obligation to be included in the Section 106 Agreement requiring the on-going maintenance of the building.

#### Housing mix

- 6.8 Policy DM5 states that, "On new developments for 10 or more dwellings outside the central area and defined district and local centres, planning decisions will ensure that over 50% of dwellings will be of 3 bedrooms or more, and the majority of dwellings will be in the form of houses rather than flats, having regard to all other material considerations". In this instance, however, the circumstances of the site mitigate against compliance with this policy. The mews form of development is appropriate in its context. Other approaches, proposing larger dwellings, are likely to be inappropriate with regard to the setting of the listed building, nearby listed buildings and the conservation area. Furthermore, as noted above, the provision of 1 bedroom flats within the listed building is considered to be more appropriate than flats with a larger number of bedrooms. It is therefore considered that, in this case, the housing mix is acceptable.

#### Impact on neighbours

- 6.9 45 and 47 Garnet Hill are a pair of semi detached houses located to the east of the application site. These dwellings are on very small plots, with a small yard to the rear, and a small garden used by the occupants of number 47 to the north. Proposed units 4-7 will be approximately 1.5 metres from the boundary with the garden of number 47. A significant retaining wall forms the west boundary of the garden. The proposed dwellings, set back from the edge of the retaining wall, are not considered to exacerbate the overbearing impact of the wall to a substantial degree. It is also considered that any loss of light would not be significant enough to justify refusal of this application.
- 6.10 The small back yards to the rear of 45 and 47 Garnet Hill are also bounded by large retaining walls. The new dwellings would be at least 4 metres from these yards, and again they are not considered to result in significant light loss, or have an overbearing impact. It is acknowledged that occupants of 1-3 Castle Crescent could stand at the top of the retaining walls and look into the side garden and the yards. This, however, is the case at the present time.
- 6.11 The proposed new dwellings will be no less than 9.5 metres from the rear boundary of the site. The properties on the far side of this boundary, 2b and 2c Mansfield Road, are 11 metres and 17 metres respectively from the boundary. The intervening distance is sufficient to ensure that there will be no loss of light in the Mansfield Road properties, and the proposal will not have an overbearing impact.
- 6.12 The only windows in the rear of the new buildings will be rooflights. Following a request by officers cross sections of these windows were submitted indicating that they would be a minimum of 1.7 metres above ground level. Officers were satisfied that this would be sufficient to protect the amenity of residents of Mansfield Road and Garnet Hill. Nonetheless, residents in Mansfield Road requested that this height be increased to 2 metres. This request was forwarded to the applicant's agent, and amended plans were received accommodating this request.

#### Transport Issues

- 6.13 The application as submitted originally proposed a single vehicular access to the site. This would not have been wide enough for two-way traffic without demolition of part of the listed boundary wall. Officers were concerned that this would result in a disruption to traffic flow on Castle Crescent. Amended plans have therefore been submitted retaining both the existing accesses from Castle Crescent in an in/out arrangement. The cumulative impact of 8 additional dwellings is not considered to generate a significant increase in traffic during the am/pm peak hours or over the course of the day and therefore the proposed access arrangements are considered acceptable for the level of development. It is recommended that a condition is attached requiring signs to be erected at the entrance and exit points to advise on the direction of traffic.
- 6.14 Pedestrian access for two of the units will be provided from Garnet Hill. Therefore, the development provides the opportunity for a continuous footway on the western side of Garnet Hill following the demolition of the outbuildings. The Transport Strategy Section have confirmed that the

footway should be constructed and adopted as public highway through a Section 278 agreement.

- 6.15 The site is located within the Zone 2, the primary core area but on the periphery of the central core area which lies at the heart of Reading Borough, consisting primarily of retail and commercial office developments with good transport hubs. In accordance with the adopted Parking Standards and Design SPD, the development would be required to provide a parking provision of 1 space per 1 or 2-bedroom unit and 1.5 spaces per 3-bedroom unit. In addition, 1 space per 10 dwellings should be provided for visitor parking. Based on the proposed mix of dwellings, the development provides a total of 17 parking spaces which complies with the adopted standards.
- 6.16 The parking layout includes the provision of 6 parking spaces within a garage. These parking spaces can be included within the parking provision for the site as the internal dimensions conform to the standard of 7000mm long x 3000mm wide to allow easy access to/from the vehicle and sufficient storage to the rear of the garage. It is recommended a condition is attached requiring the garages to be kept available for the parking of vehicles at all times.
- 6.17 Whilst the site is accessible to good public transport links and local shops, the parking demand created by this development should not be accommodated on the surrounding roads where there is significant demand for on-street parking. Therefore, the applicant has been advised that the parking permit conditions and informative would be applied to prevent any future occupants of the development from obtaining a residents parking permit including visitor parking permits for the surrounding residential streets.
- 6.18 Secure bicycle storage is required to encourage alternative travel by sustainable alternatives to driving a motor car. The cycle parking standard for a 1/2 bedroom flat is 0.5 spaces per flat and 1 space per 3-bedroom flat or 1 space per 1/2 house. The dimensions of the cycle store is acceptable although the spacing between the stands should be a minimum of 1m. The Transport Strategy Section confirm they are content for this matter to be dealt with by condition.
- 6.19 The bin store is conveniently located at the front of the site which will provide easy access for refuse collection.

#### Amenity of future occupants

- 6.20 All of the proposed dwellings will meet the Council's minimum size standards and the majority will have a dual aspect.
- 6.21 The shortest distance between habitable windows is the 14 metres between bedroom 3 of apartment 7 and bedroom 1 and the kitchen of apartment 5 in the listed building. This is greater than many comparable situations where habitable windows face each other across a street. The level of privacy in both dwellings is considered to be acceptable.
- 6.22 The occupants of all of the dwellings will have access to the communal gardens.

## Bats

- 6.23 The house hosts a small common pipistrelle and soprano pipistrelle bat roost of low conservation significance which will be impacted upon as a result of the development. Having due regard to the EC Habitats Directive 1992 and The Conservation of Habitats and Species Regulations 2010 it is considered that this application passes the tests set out there in and a licence for development works affecting bats is likely to be obtained from the Statutory Nature Conservation Organisation (Natural England). In this instance it is considered that:
- Appropriate mitigation can be provided which will ensure that there will not be a detrimental impact on the favourable conservation status of the bat species concerned.
  - The development is for an imperative reason of overriding public interest of an economic nature as the development will contribute to a social and economic need of the local community and is in compliance with planning policy
  - That there is no satisfactory alternative to the development as without developing the site the aforementioned need will not be met.

## Equalities impact assessment

- 6.24 In determining this application the Committee is required to have regard to its obligations under the Equality Act 2010. The key equalities protected characteristics include age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, gender, sexual orientation. There is no indication or evidence (including from consultation on the application) that the protected groups have or will have different needs, experiences, issues and priorities in relation to the particular planning application.
- 6.25 In terms of the key equalities protected characteristics it is considered there would be no significant adverse impacts as a result of the development.

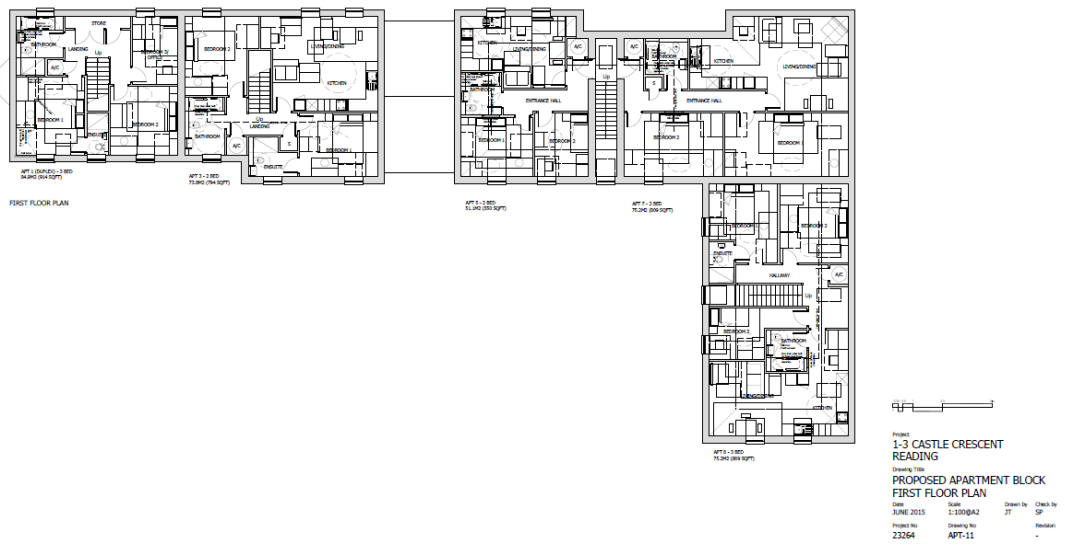
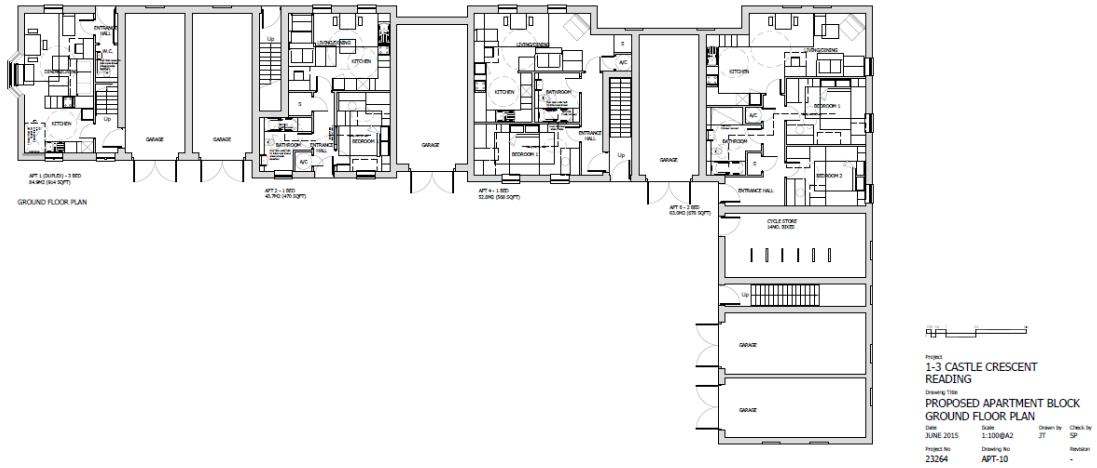
## Planning obligations

- 6.26 Policy CS16 states that, “All developments of 15 dwellings and above will provide 30% of the total number of dwellings in the form of affordable housing to meet the needs of the area”. Given the very substantial cost of repairing the building to a high standard as befits its listed status, the applicant contends that the scheme will not be viable if any of the proposed units are affordable. The appellant also asserts that the scheme will not be viable if a financial contribution is made that will enable the equivalent of 30% of the housing to be provided as affordable housing elsewhere in the Borough.
- 6.27 The Council’s Valuations Officer has reviewed the applicant’s viability assessment, and has undertaken negotiations with the applicant’s valuer. A financial contribution of £120,000, equivalent to the provision of 5% of the housing to be provided as affordable housing elsewhere in the Borough, has been agreed as the maximum contribution that will ensure the proposed development remains viable.

## 7. CONCLUSION

7.1 The proposed development is considered to comply with the relevant Development Plan Policies as assessed above. It is therefore recommended that approval be granted, subject to suitable conditions.

Plans: SL02 (Rev A), APT-10, APT-11 SE 01 (Rev A), SK 01





Case Officer: Ben Pratley

**PARK**



## COMMITTEE REPORT

BY THE DIRECTOR OF ENVIRONMENT & NEIGHBOURHOOD SERVICES

READING BOROUGH COUNCIL

ITEM NO. 12

PLANNING APPLICATIONS COMMITTEE: 29 June 2016

Ward: Park

App No.: 160841/REG3

Site Address: Construction of a flood wall of approximately 73m in length and 1.8m high (minimum) adjacent to Whiteknights Road. Alterations to dam embankment to include regrading of slope and rock gabion retaining wall. Associated landscaping. Alterations to highway drainage. New vehicle and pedestrian access to allotments from Whiteknights Road (resubmission of 152205/REG). Applicant: Reading Borough Council

Date valid: 6 May 2016

8 Week Date: 1 July 2016

26 Week Date: 4 November 2016

### RECOMMENDATION

Subject to no substantive objection by the Head of Transport:

Delegate to the Head of Planning, Development and Regulatory Services to i) GRANT Full Planning Permission, subject to the satisfactory completion of a S.106 Unilateral Undertaking or (ii) to REFUSE permission should the Unilateral Undertaking not be completed by 1 July 2016 (unless the Head of Planning, Development and Regulatory Services agrees to a later date for completion of the Undertaking).

The S106 Unilateral Undertaking to secure a scheme (including long term maintenance and replacement) and timetable (for trees not yet planted) for the planting of a minimum of five trees on land owned or controlled by Reading Borough Council within the Wokingham Road Major Local Centre (Wokingham Road Shops). The scheme and timetable to be submitted to the LPA for approval within one month of the commencement of development. The planting to be carried out in accordance with the approved scheme and timetable thereafter.

AND subject to conditions, to include:

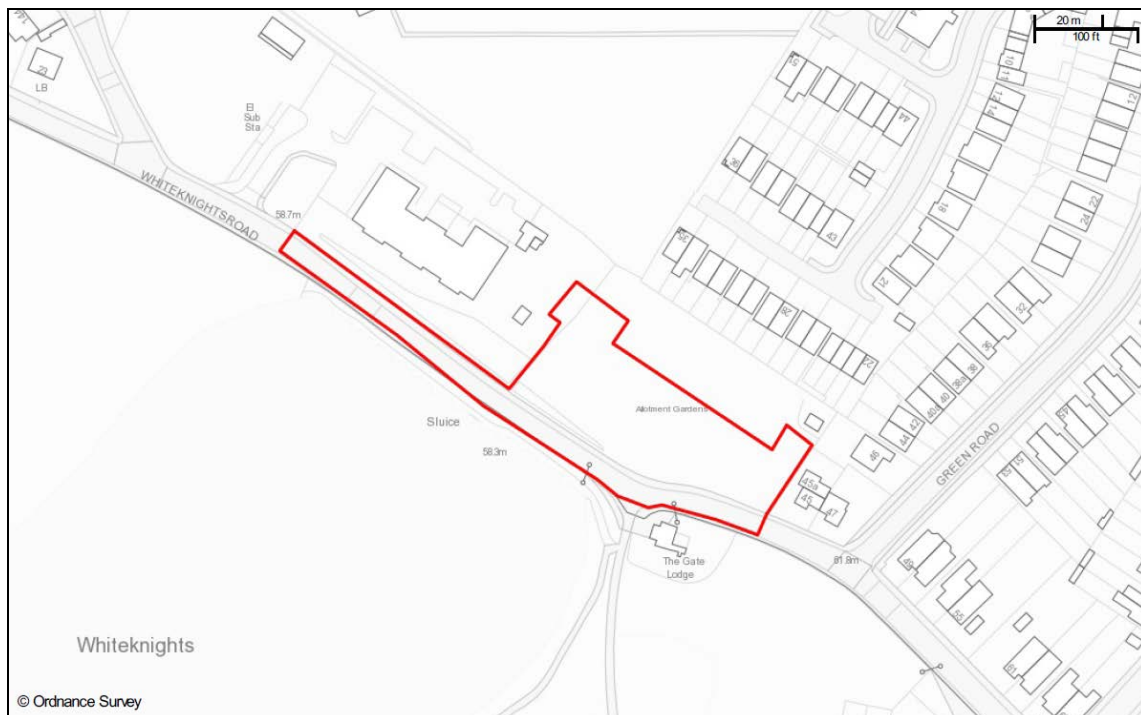
1. Time limit - 3 years
2. Development to be carried out in accordance with approved drawings.
3. Details and samples of brickwork and railings prior to commencement (excepting tree works and site clearance)
4. Submission of soft landscape specifications and timetable for implementation in accordance with the principles shown on approved drawings, prior to commencement (excepting tree works and site clearance).
5. Submission of Construction Management Statement (highways, noise, dust) prior to commencement - (excepting tree works). No burning of waste on site.
6. Submission of details of tree protection during construction for trees shown as being retained within and adjacent to the site, prior to commencement.
7. Submission of details of ground protection for allotment land during works and reinstatement after works are complete - prior to commencement.
8. Hours of demolition and construction restriction no works outside hours of 8am to 6pm Mondays to Fridays and 8am to 1pm on Saturdays. No works on Sundays or Bank Holidays without the prior written approval of the local planning authority.

## Informatives

1. Positive and Proactive Approach
2. Environmental Protection advice

### 1. INTRODUCTION

- 1.1 This application follows a previous approval for works to protect the dam structure under reference 152205, approved by Planning Applications Committee in February 2016. Since that time the scheme has been re-designed from a sheet pile solution at the top of the embankment, to a solution involving a re-graded embankment retained by rock gabions at the foot of the slope.
- 1.2 The site is located to the east of the town centre, adjacent to the Borough boundary with Wokingham Borough. The site follows the southern boundary of the Mockbeggar Allotments, extending northwards into part of the allotment site and incorporating a stretch of the Whiteknights Road highway to the front of the allotment site and also westwards to the front of the Lakeside Residential Care Home.
- 1.3 The site comprises the majority of the Whiteknights Reservoir dam structure which sits at the head of Whiteknights Reservoir, a substantial body of water that extends southwards from the site into the University of Reading Whiteknights Campus. The dam consists mainly of clay with
- 1.4 The site includes trees and vegetation close to the road, notably three trees subject to a Tree Preservation Order, a large Oak, a Hornbeam and a Holly. Also a long length of hedge along the road frontage.



Site location plan - not to scale



Site Photograph

## 2. RELEVANT PLANNING HISTORY

- 2.1 061454 (06/01587/FUL) - Mockbeggar House, 25 Whiteknights Road - Erection of 64 bedroom residential care home for the elderly - approved
- 2.2 152205/REG - Construction of a flood wall of approximately 72m in length and 1.8m in height (including railings) and associated drainage pipe adjacent to Whiteknights Reservoir (including related tree works) - flood works required in the interest of safety under Section 10 of the Reservoirs Act 1975 - approved

## 3. PROPOSALS

- 3.1 Full planning permission is sought for a 73 metre long brick-faced concrete wall with a maximum height of approximately 1.3 metres (reducing in height to the eastern end), topped with metal railings up to a total height of 1.8 metres. The wall would sit at the back edge of the existing pavement and run from the edge of the existing full height railings fronting the Lakeside Care Home garden and continue eastwards for the entire road frontage of the Mockbeggar Allotments site. The wall would sit on concrete foundations within the existing embankment which forms part of the existing Whiteknights Reservoir dam.
- 3.2 The proposed method of stabilising the dam structure below the wall is a significant departure from the previous approval for a flood wall in this location, approved under 152205. The previous scheme derived its structural strength from sheet piles driven into the top of the embankment. The current proposals now involve providing rock filled gabion cages at the base of the slope to retain a substantial amount of fill material on top of the existing embankment to increase its mass and strength.

- 3.3 As with 152205 the proposal requires the removal of trees and existing hedging along the length of the proposed wall. Permission 152205 allowed for the early felling of trees adjacent to the road to avoid the bird-nesting season and this has now taken place.
- 3.4 The current proposal requires the removal of a further three trees close to the western boundary to allow for the additional encroachment of the embankment into the allotment land.
- 3.5 The previous permission included a new hedge, to be planted to the rear of part of the new wall towards the eastern end of its length but avoiding the embankment. The current proposals allow for this hedging to be extended for the whole length of the wall. A new hedge is also proposed beyond the wall to the east as far as a new access gate.
- 3.6 Four new trees are proposed to be planted within the site. Two Oaks are proposed close to the western boundary with the care home and a fastigiata Silver Birch and an Apple tree are proposed towards the eastern boundary. The re-graded bank would be grassed.
- 3.7 A new vehicle access gate to the allotments is a new element to the scheme, not shown previously. This would be combined with a pedestrian gate to the allotments and is proposed on the rising ground to the east of the existing gate.
- 3.8 New drainage works are proposed to provide surface water drainage for the highway, linking into an existing drain adjacent to the care home.
- 3.9 The submitted Flood Risk Assessment (FRA) explains that the application has been submitted for “Works in the Interests of Safety” in order to comply with an Enforcement Notice served on the Council by the Environment Agency under the Reservoirs Act 1975 which requires works to be carried out to the Allotments side of the embankment crest and downstream slope to ensure that it can withstand the “Probable Maximum Flood” without damage.
- 3.10 The FRA explains that, if the dam were to be damaged and fail, the Environment Agency mapping shows that it would result in extensive flooding to the north of the reservoir. The Care Home and housing estate (Green Road) at the toe of the dam would be immediately impacted. Flood water would travel northwards across the playing fields towards Alfred Sutton Primary School, UTC and Wokingham Road (A329). Beyond Wokingham Road the flow would spread out over Palmer Park and travel towards the A4. From here the flood water would find its way to the River Thames via Sutton Business Park and Thames Valley Park or via the River Kennet.
- 3.11 The wall is intended to prevent floodwater from spilling over the unprotected top of the dam adjacent to the allotments and instead diverting water westwards to the existing ‘spillway’ between the allotments and the care home which lies behind the full height railings. A similar wall already exists to the front of the care home for this purpose.
- 3.12 Information Submitted with the Application:

*Drawings -*

*27560/4004/100 Rev.A - Location Plan 1:2500 Rev.A, dated 6 May 2016*

*27560/4004/101 Rev.A - Location Plan 1:1250 Rev.A, dated 6 May 2016*

*27560/4004/102 Rev.B - General Arrangement - Clearance Rev.B, dated 6 May 2016*

*27560/4004/103 Rev.B - Proposed General Arrangement, dated 6 May 2016*

*27560/4004/200 Rev.B - Gabion Option - Sections, dated 6 May 2016*

*27560/4004/300 Rev.B - Flood Defence Wall/Concrete Outlines 1of2, dated 6 May 2016*

*27560/4004/301 Rev.B - Flood Defence Wall/Concrete Outlines 2of2, dated 6 May 2016*

*27560/4004/900 Rev.B - Proposed Landscaping, dated 6 May 2016*

*27560/4004/1100 Rev.B - Materials Details, dated 6 May 2016*

*Documents -*

*Flood Risk Assessment, PBA, 27560/4001 Rev.C dated 29 April 2016*

#### **4. CONSULTATIONS**

##### **Environment Agency**

- 4.1 No comments received to date. Any comments received prior to the Committee meeting will be reported in an Update Report.

##### **The National Allotment Society**

- 4.2 No comments received to date. Any comments received prior to the Committee meeting will be reported in an Update Report.

##### **Wokingham Borough Council (adjacent Planning Authority)**

- 4.3 No comments received to date. Any comments received prior to the Committee meeting will be reported in an Update Report.

##### **RBC Natural Environment (Trees)**

- 4.4 Natural Environment has no objections to the proposed amended scheme. Landscaping has been indicated; two Oak trees on the western boundary; one apple and one Silver birch on the eastern side, hedging behind the wall (single sp Hawthorn as requested by Parks), mixed native hedge elsewhere and a climber (Honeysuckle) over the fence at the bottom of the bank, as shown on Proposed Landscape drawing 27560/4004/900 B. It is noted that the fence is now chainlink, as requested by Parks.
- 4.5 The only detail missing is the size of the trees and plants proposed, which is required, and it is suggested that trees should be a minimum 14-16cm girth and 4.25m in height (the apple may be an exception to this).

#### RBC Transport Development Control

- 4.6 An alternative scheme has previously been permitted but this current revised scheme removes the requirement to fully close Whiteknights Road for the full duration of the works. A partial road closure will be required but this will ensure that one lane will remain open and will be managed via traffic control.
- 4.7 The revised scheme does however introduce the provision of some new vehicular gates onto Whiteknights Road at the eastern boundary of the site. However, the actual dropped crossing location and required visibility splays have not been illustrated, no information provided as to what the access will be utilized for and how this will be managed. Revised drawings and information should be provided to reflect the above comments.

#### RBC Environmental Protection

- 4.7 Confirm no objection subject to a condition restricting hours of construction.

#### RBC Ecologist

- 4.8 Confirm that there are no significant ecological constraints to this application, and as such no objections on ecology grounds.

#### RBC Leisure Service

- 4.9 Confirm that they are in full support of this application.

#### RBC Emergency Planner

- 4.10 No comments received to date. Any comments received prior to the Committee meeting will be reported in an Update Report.

#### RBC Valuation Department

- 4.11 No comments received to date. Any comments received prior to the Committee meeting will be reported in an Update Report.

#### Berkshire Archaeology

- 4.12 Due to the small scale of the proposed works and the fact that a previous archaeological evaluation at the Lakeside Residential Home did not record any archaeological features there are no archaeological issues with this application.

#### Public Consultation

- 4.13 Neighbours adjoining the site were consulted by letter. Two site notices were displayed. One towards the western end of the site fronting Whiteknights Road and the other on the pedestrian gate to the allotments at the eastern end.
- 4.16 The applicant has also sent letters to all allotment holders notifying them of the application.
- 4.17 One representation has been received as follows:

*"I am happy the council officers have found a construction method that will save some money, but can I and local residents be reassured that the boundary fence and ground treatment be to the highest quality and standard that is practicable? Also can any notice of temporary road closure and diversion be suitable advertised for residents and road users make alternative measures?"*

## 5. LEGAL AND PLANNING POLICY CONTEXT

5.1 Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires that proposals be determined in accordance with the development plan unless material considerations indicate otherwise. Material considerations include relevant policies in the National Planning Policy framework (NPPF) - among them the 'presumption in favour of sustainable development'.

5.2 National  
National Planning Policy Framework  
National Planning Practice Guidance

5.3 Reading Borough Local Development Framework:

### Core Strategy (2008) (Altered 2015)

CS1	Sustainable Construction and Design
CS2	Waste Minimisation
CS3	Social Inclusion and Diversity
CS4	Accessibility and Intensity of Development
CS7	Design and the Public Realm
CS9	Infrastructure, Services, Resources and Amenities
CS20	Implementation of Reading Transport Strategy
CS28	Loss of Open Space
CS34	Pollution and Water Resources
CS35	Flooding
CS36	Biodiversity and Geology
CS38	Trees, Hedges and Woodlands

### Sites and Detailed Policies Document (2012) (Altered 2015)

SD1	Presumption in Favour of Sustainable Development
DM1	Adaption to Climate Change
DM3	Infrastructure Planning
DM4	Safeguarding Amenity
DM12	Access, Traffic and Highway-related Matters

## 6. APPRAISAL

### i) Flood Risk

6.1 The submitted Flood Risk Assessment explains that the works are urgently required in order to comply with an Environment Agency Enforcement Notice under the Reservoirs Act 1975. It is considered that these requirements and the associated implications for public safety if these works were not undertaken should be afforded significant weight in determining this application.

6.2 As with the previous approved scheme, it is considered that the submitted FRA successfully demonstrates that the alternative design would successfully reduce flood risk to the north of the site in terms of reinforcing the dam and diverting flood water to the existing spillway between the allotments and the care home. This would ensure that any flooding that involves the reservoir overflowing would not pose a risk to the stability of the dam and would not result in the much worse flooding that would otherwise occur should the dam fail.

- 6.3 The FRA addresses the flood risk to adjoining properties which may be affected by water held back by the wall. In extreme flood events, up to the level of the predicted 'Probable Maximum Flood', increases in water levels would occur on Whiteknights Road which would affect highway users. For the 'summer Probable Maximum Flood event' the University Gate Lodge dwelling would be affected by flood water.
- 6.4 The submitted FRA concludes that whilst there would be some increased flood risk to the south of the new wall this would be relatively minor and the impacts need to be weighed against the damage and potential loss of life to the north of the site caused by the dam breaching. It is considered that this is an appropriate conclusion and that the proposal would significantly reduce flood risk where it would be most severe.
- 6.5 On this basis it is considered that the proposals comply with Policy CS35 and national flood risk policy contained within the NPPF and associated Practice Guidance.
- ii) Character, Appearance and Visual Amenity
- 6.6 Although it is accepted that there is a strong presumption that the works should proceed on flood risk grounds, the precise form that the works should take, and any visual mitigation required are matters which must be addressed.
- 6.7 The existing boundary between the allotments and Whiteknights Road has an open, vegetated character with extensive hedging. Some of this has now been removed following the granting of permission 152205, including a number of large trees, most notably the Oak, Hornbeam and Holly which were subject to a Tree Preservation Order. The current proposals require the removal of a further three Sycamore trees at the western end of the site to accommodate the larger mass of the new scheme.
- 6.8 The removal of the three additional trees would result in visual impact. However it is considered that this would be less than that which already approved and carried out, particularly in the case of the Oak which was a particularly distinctive and visually prominent feature that contributed to the visual amenity of a wider area beyond the site. The loss of existing trees raises the importance of retaining those shown on the plans as remaining. Given the extensive works that are now proposed on the allotment side of the embankment, a condition requiring details of tree protection to be submitted for approval is recommended.
- 6.9 It is considered that the flood risk benefits of the scheme do outweigh the harm arising from the loss of the vegetation to a great extent. Nevertheless the loss of the large and prominent trees has significant, harmful, effects well beyond the site boundary in visual amenity terms. As determined previously under 152205, appropriate tree planting is required to provide some mitigation.
- 6.10 Tree planting secured under the previous approval was limited to a fastigate (upright growth habit) Silver Birch tree to the eastern end of the site. It is considered that the additional two Oaks and Apple now proposed in addition to the Silver Birch are a reasonable form of mitigation for the additional three trees to be felled and the enlarged embankment structure. The Oaks in particular will grow to a large size ultimately. The previous approval also lacked the proposed hedging to the rear of the wall. This would grow to a height above the wall and be visible through the railings and further alleviate the visual harm to some extent.

- 6.11 However, as referred to under 152205, the new tree planting would fall far-short of fully mitigating the loss of all the trees lost as a result of these proposals. It has been established that it would not be appropriate to plant trees on the dam structure and few alternative tree planting locations exist within the allotment site. As such off-site planting would be appropriate, in accordance with Policy DM18. It has therefore been agreed with the applicant that a scheme to plant five street trees at Wokingham Road Major Local Centre ('Wokingham Road shops') should be secured by S106 Unilateral Undertaking. The applicant has carried out investigations and identified five locations on Wokingham Road. Four of the five trees have already been planted (week commencing 13 June). The species is *Acer Campestre* 'William Caldwell' (a fastigiate type of Field Maple). Two have been provided at the junction of Wokingham Road and Grange Avenue and two within the central island between Park United Reformed Church and the College Arms PH on Wokingham Road. It is proposed that the fifth should be on the central island close to the junction of Wokingham Road with St Peter's Avenue. It is considered that the four trees already planted are acceptable, subject to the fifth also being provided.
- 6.12 It is considered that this approach secures trees in prominent public locations within the Local Centre which serves as a focal point within the community. Although this would not fully mitigate the loss of visual amenity on Whiteknights Road it is considered that any residual harm is outweighed by the need to reduce flood risk and the limited opportunity to retain trees and vegetation within the flood protection scheme due to technical requirements.
- 6.13 A condition is recommended to secure landscaping within the site. This would enable the size of the plants to be controlled, in response to the Natural Environment Officer comments in section 4 above.
- 6.14 The off-site planting is to be secured by legal agreement, suitably worded to reflect the fact that some of the trees have already been provided, and to secure suitable maintenance for all of the trees, and replacement of any which die or are damaged.
- 6.15 In response to the letter of representation received. It is considered that the proposed materials would be of a suitable quality. Brickwork would be provided to soften the concrete flood wall. These would comprise red/orange engineering bricks for three courses above ground level with the remainder finished in red/orange facing brick as shown on submitted drawing 27560/4004/1100 Rev.B. The railings are also considered to be of suitable aesthetic quality. As before, a condition is recommended to secure precise details and samples of the finishes to the wall and railings.
- 6.16 The proposed vehicle entrance gate and pedestrian gate would reduce the extent of existing hedging and add to the cumulative visual impact of the development as a whole. However it is acknowledged that allotments require periodic maintenance by the site operator, in this case Reading Borough Council, and that vehicular access is desirable to allow the allotments to be maintained to an appropriate standard. Taking this into account, it is considered that the proposed gates, which match the style of the railings on top of the proposed wall, would not be sufficiently harmful in visual terms to warrant refusal.

iii) Open Space

- 6.17 Policy CS28 states that *“Development proposals that will result in the loss of open space or jeopardise its use or enjoyment by the public will not be permitted... The quality of existing open space should not be eroded by insensitive development on adjoining land.”* The Mockbeggar Allotments would be physically affected during the works to construct the new wall and embankment structures, and also the associated drainage system which would extend beneath allotments. It is considered that this would result in disruption in the short term while construction takes place, but would have minimal impact in the long term as the allotment land would be re-instated. Although the proposals would encroach further into the allotments compared to the previous approval, the cross section drawings demonstrate that the rock gabions would sit above the existing ditch (with a new piped drain provided to compensate). The ditch is not useful allotment land and it is considered that the encroachment would not be harmful to the enjoyment of the space, or its leisure potential. The visual effect would be noticeable, however it is considered that the proposed hedge, grass and honeysuckle planting will reduce the visual harm in terms of the quality of the open space.
- 6.18 The proposed works would now involve more construction activity taking place within the allotments than previously approved under 152205. As the recreational value of the site is dependent on the ability to grow produce, it is essential that the quality of the allotment soil is maintained following the development. As such a condition requiring details of protection measures and methods of restoration is recommended.
- 6.19 As previously noted under reference 152205, a positive consequence of the otherwise undesirable removal of the large trees would be an overall reduction in extent of tree cover to the south of the allotments as this would improve sunlight received, and therefore growing conditions, for most allotment holders. The proposed new trees would re-introduce some shading, but it is considered that there is an overriding need to mitigate the visual harm arising from tree removal with this new tree replacement.
- 6.20 The proposed wall, railings and gates would introduce a hard, urban, feature which would also be visible from the open space within the University campus surrounding the lake. However it is considered that the peripheral location of the wall relative to the campus would not erode the quality of this open space and the wall would not be of sufficient scale as to impinge on the visual quality of the campus overall. The hedging behind would offer some softening in visual terms. The loss of the trees would be harmful to the setting of the open space but, for reasons already referred to above, the mitigation proposed and the overriding need to reduce flood risk is considered to outweigh the harm in this instance.
- 6.21 It is considered on the basis of the above assessment that the works would be in accordance with Policy CS28, taking into account flood risk requirements.

iv) Transport

- 6.22 The details of visibility splays, dropped crossing design and management arrangements for the proposed vehicular access are awaited. These details and the subsequent comments of the Council’s Transport section will be reported to Committee in an Update Report. Given the potential transport impacts, the recommendation is subject to no substantive objection being received from the Head of Transport.

6.23 The applicant has indicated that the revised proposal will no longer require the full closure of Whiteknights Road to traffic, which is welcome. A draft Construction Method Statement has been submitted, however it is considered necessary to secure submission of a final version by condition as consultation with RBC Environmental Protection and RBC Natural Environment officers will also be required.

v) **Equality**

6.24 In determining this application the Council is required to have regard to its obligations under the Equality Act 2010. The key equalities protected characteristics include age, disability, gender, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sexual orientation. It is considered that there is no indication or evidence (including from consultation on the current application) that the protected groups would have different needs, experiences, issues and priorities in relation to this particular planning application.

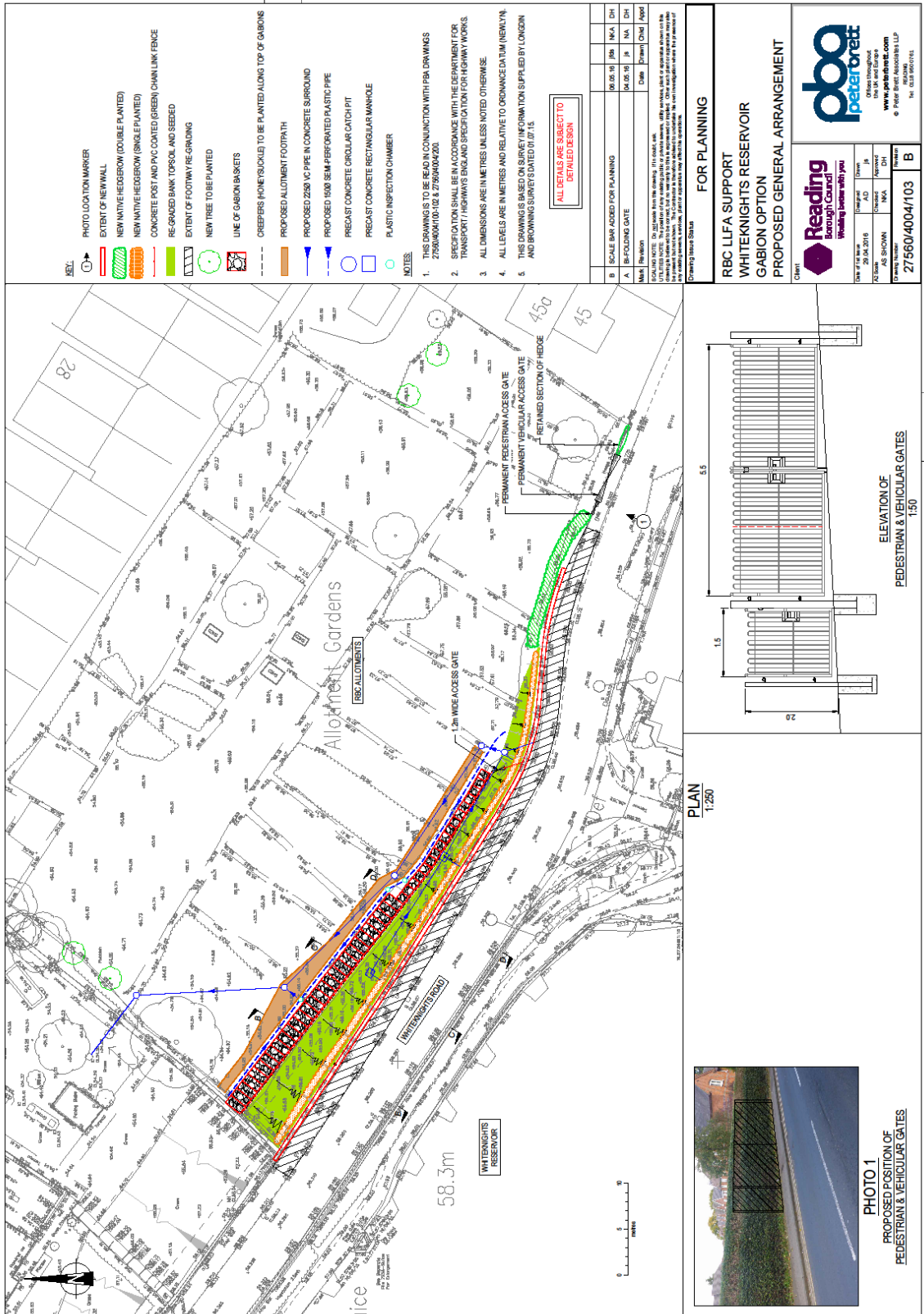
**7. CONCLUSION**

7.1 It is considered that the development would be acceptable for the reasons set out above.

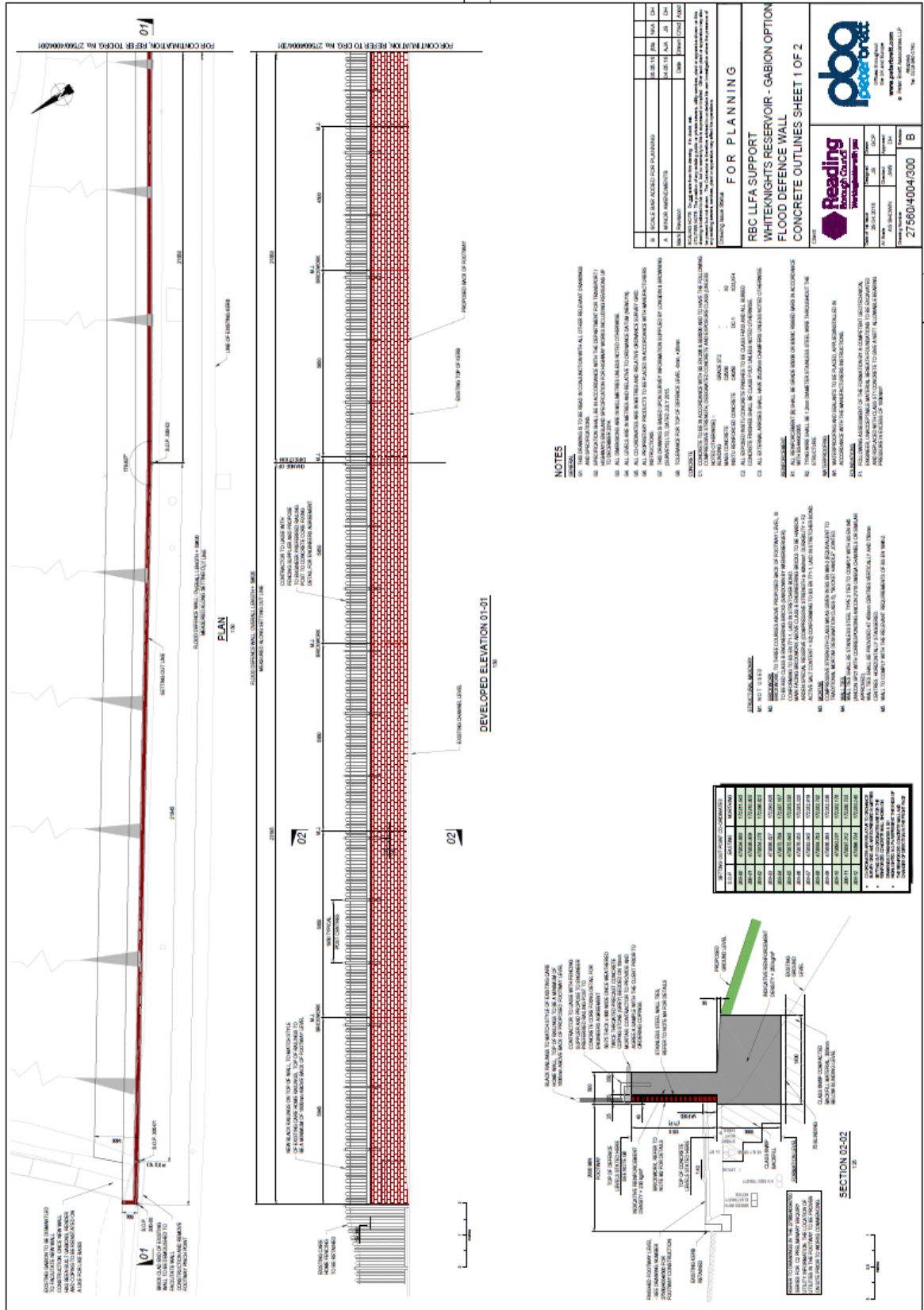
7.2 The proposals are recommended for approval, subject to Transport advice, subject to appropriate conditions and subject to completion of the S106 Unilateral Undertaking.

Case Officer: Steve Vigar

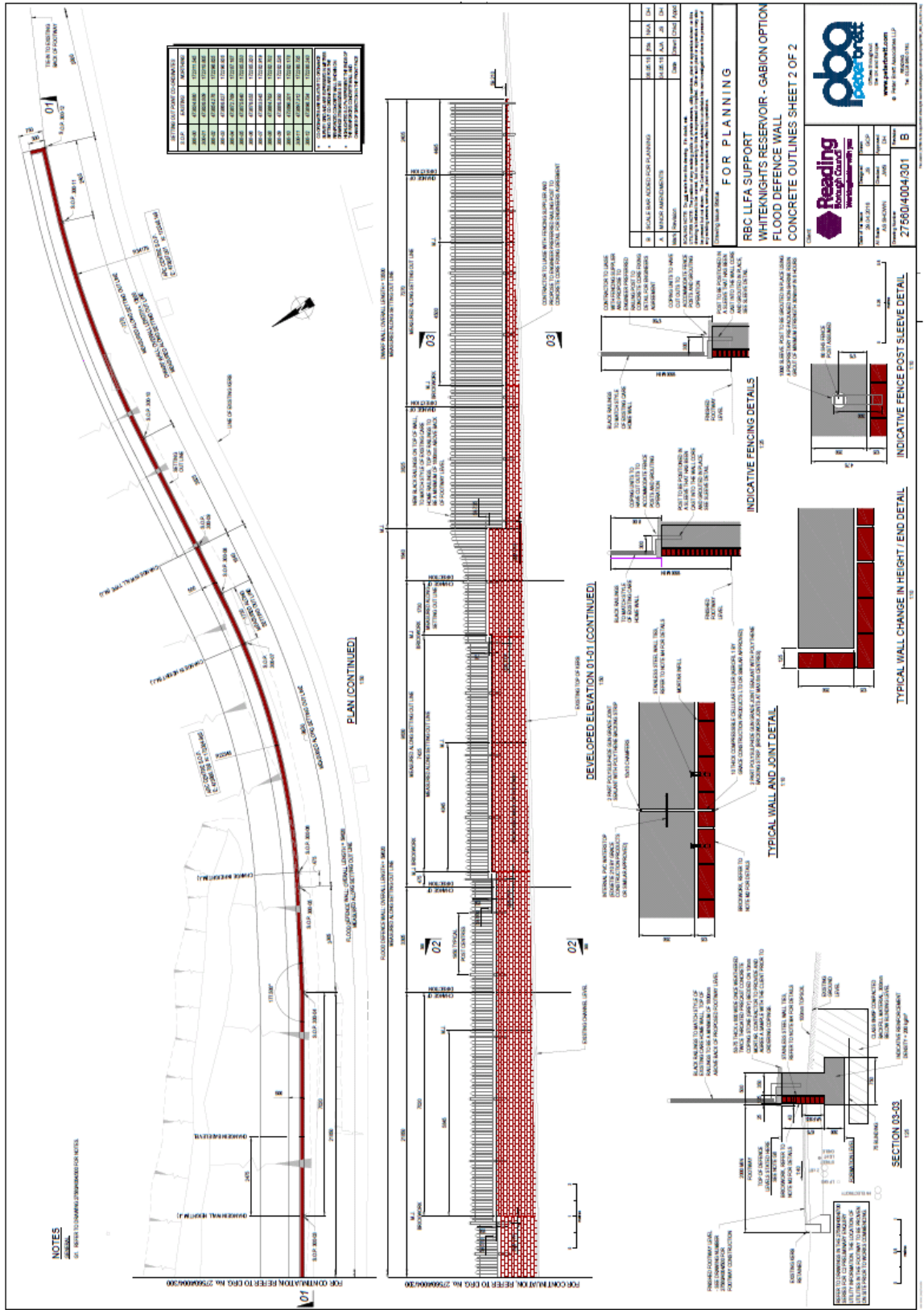
# DRAWINGS



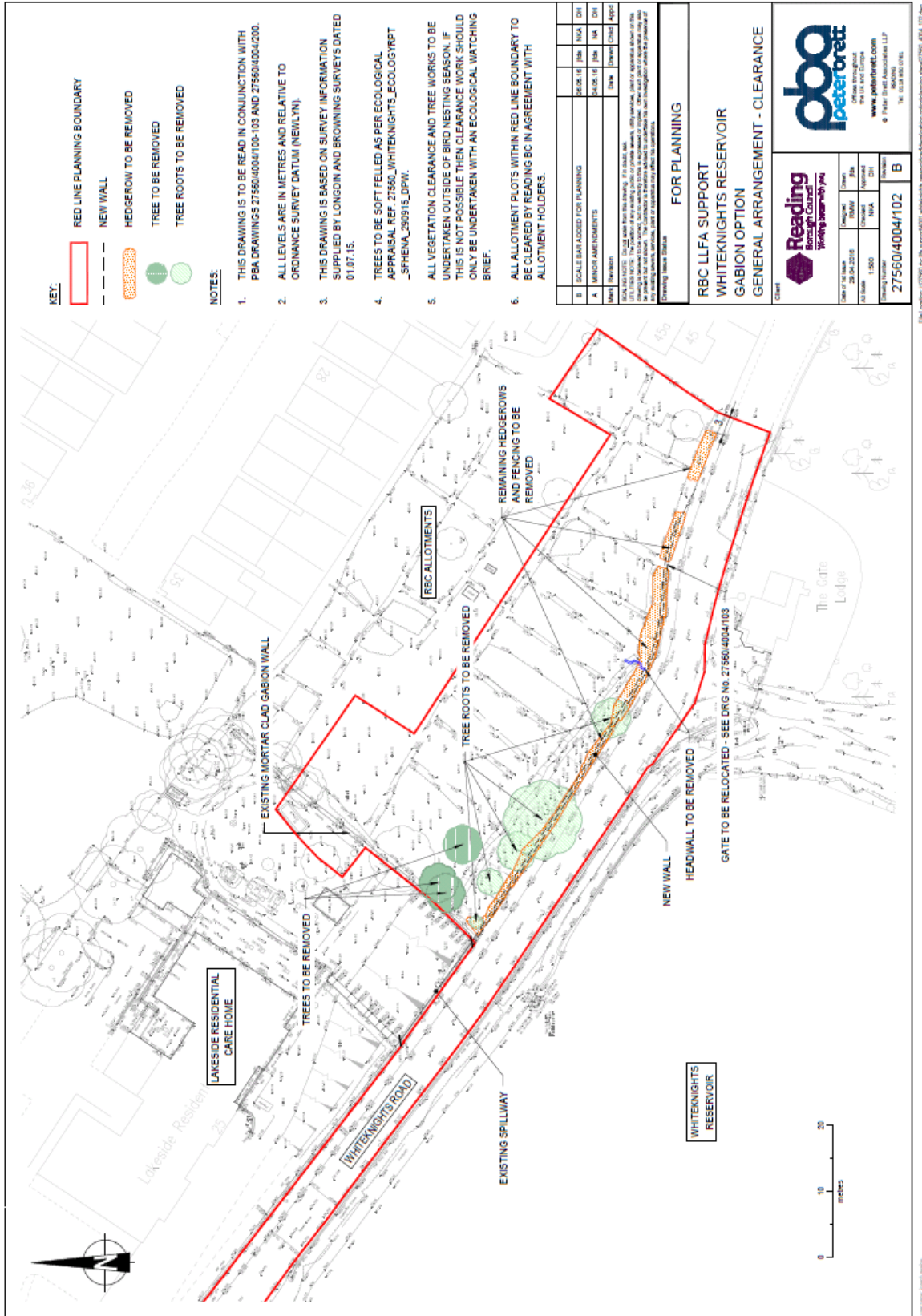
Proposed Plan - General Arrangement



Proposed Elevations and Section - Western End



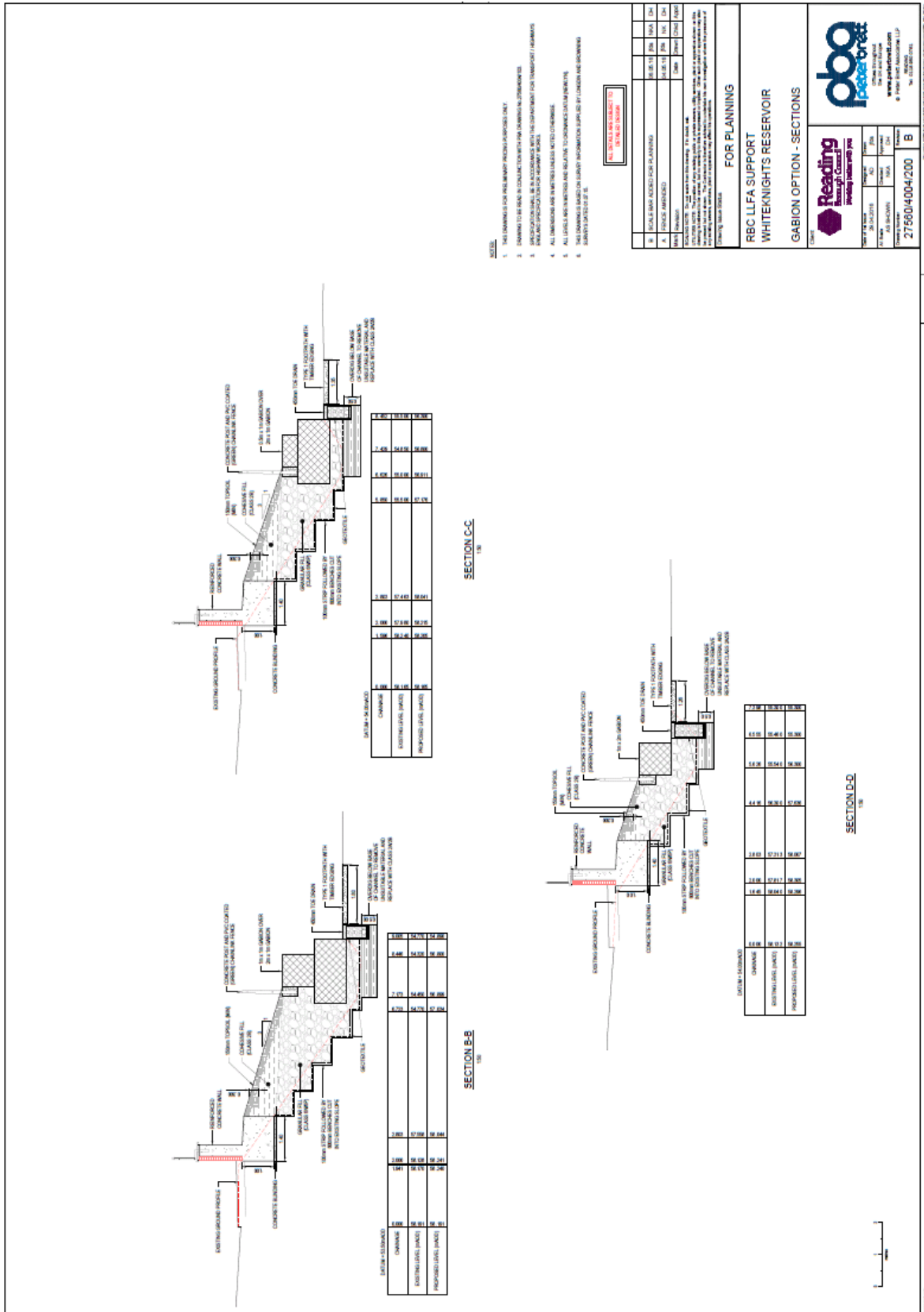
Proposed Elevations and Section - Eastern End



Existing Plan Showing Features to be Removed



Sections - As Proposed



SITE PHOTOGRAPHS



View eastwards along Whiteknights Road



View north west along Whiteknights Road



View west along rear of dam embankment from within allotment site



Eastern end of site - looking west



View east across 'spillway' towards allotments.



**PEPPARD**



Ward: Peppard

App No.: 160762/REG3

Address: Land at Lowfield Road, Caversham

Proposal: Temporary permission (5 years) for 28 no. (2 bedroom) temporary accommodation units with vehicular access, car parking, communal amenity space, refuse and bicycle storage, a play area, and landscaping.

Applicant: Reading Borough Council

Date received: 25 April 2016

Major Application 13 week target decision date: 29 July 2016

**RECOMMENDATION:**

GRANT planning permission.

Conditions to include:

1. Std 3 Years
2. Temporary permission (5 Years). Site to be returned to former condition thereafter
3. Approved plans
4. Site investigation plus report of contamination & remediation
5. Land gas site investigation
6. Noise & dust control scheme
7. Hours of construction (no bonfires)
8. Tree/vegetation protection measures
9. Hard landscaping & boundary treatment (incl. fences)
10. Soft landscaping & play equipment
11. Landscape maintenance (implementation)
12. Replacement planting (5 yrs.)
13. Street lighting (details)
14. Secure refuse storage & collection (details of enclosure)
15. Litter collection

Informatives to include:

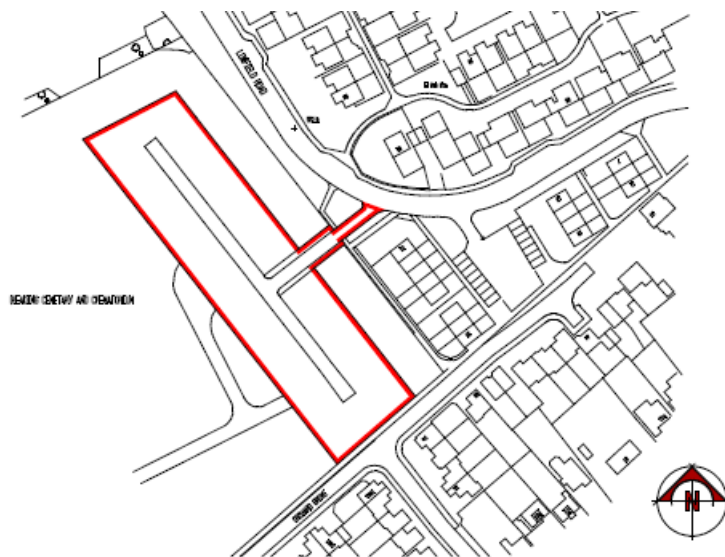
1. Terms & conditions
2. Positive and proactive approach
3. Pre-commencement conditions and fees
4. Building Regulations (noise insulation/fire safety)

**1. INTRODUCTION**

- 1.1 The application site (approx. 0.6 hectare in area) is situated on the west side of Lowfield Road adjacent to the Reading Crematorium and Henley Road Cemetery. It forms part of Caversham Park, a Registered Park and Garden. There is open land to the north and a meadow to the west. There is also an unmanaged strip of vegetation adjacent to the NE boundary.
- 1.2 The site comprises vacant uneven ground with grass and scrub vegetation

that slopes marginally downwards to the south. There is a central surfaced road and the remnants of concrete pads on either side where mobile homes were positioned as part of the previous use of the site until 2006. The site boundaries are lined with a belt of trees and vegetation along all perimeters excluding the SW part adjacent to the cemetery. There are few significant trees within the site, with most towards the SW corner and southern boundary including a mature willow and two oaks. There is a vehicle access entrance from Lowfield Road at the mid-point of the eastern boundary.

- 1.3 The site is allocated for housing development in the Reading Borough, Sites and Detailed Policies Document 2012 (Altered 2015). Most of the site excluding the section to the SE of the entrance and the southern boundary alongside Orchard Grove is designated as contaminated land or improved grassland habitat.



Site entrance in Lowfield Road (looking south)



Looking south towards Orchard Grove



Looking north towards Caversham Park

## 2. PROPOSAL

- 2.1 Temporary planning permission for 5 years is sought for 28 no. (2 bedroom) two-storeys in height temporary accommodation units constructed of timber cladding and arranged either side of the existing access road. These units are to provide for homeless households. The Council has experienced a significant increase in the number of such households seeking assistance over the past three years. The proposal forms part of the wider housing strategy for the next 5 years.

- 2.2 The site will be laid out in a linear format and follows the previous arrangement for mobile homes which were placed either side of the central road. This layout makes the most efficient use of space and is a cost effective solution in terms of ease of construction, connection to utility services and ongoing management. There will be 7 no. blocks comprising 4 no. modular units with 2 units stacked above 2 ground floor units. There will be communal amenity space and car parking located adjacent to each block. Between each unit a 'service strip' of 1m will be provided.
- 2.3 Each block is proposed to be clad externally with a natural timber finish and single ply membrane roof (slate grey colour); UPVC windows and doors and painted metal staircases. Canopies will be provided above the door at the top of the external staircase. The two floor blocks will be approximately 5 metres in height with a footprint of approx. 126 square metres.
- 2.4 Each residential unit will have a Gross Internal Area of 50.6 square metres comprising a double or twin sized bedroom at either end with a hall, shower room, kitchen-diner and living room between. The bedrooms will be 12.2 sqm. and the living areas approx. 24.4 sqm.
- 2.5 The existing access from Lowfield Road will be used to gain vehicular and pedestrian access into the site. A total of 32 car parking spaces, with one space allocated per unit plus four visitor spaces will be provided. Bicycle sheds are proposed within the amenity area for each block. Each unit will be allocated a shed which has sufficient space to accommodate 2 no. bicycles. All ground floor units will be provided with ramps for the safe access/egress of pushchairs or wheelchairs.
- 2.6 The site layout also incorporates shared amenity spaces adjacent to each of the individual seven blocks to include play space, drying areas and refuse bin storage. A landscaped communal recreation/play area for use by all residents is to be provided at the southern end of the site to include various children's play equipment (subject to revised details to be agreed with Env & Neighbourhood Services) and seating. A similar informal open amenity area of about half the size (without play equipment) would be created to the north end of the site.
- 2.7 The site's perimeter is occupied by an established tree/hedgerow belt which largely screens the site from the adjacent cemetery and nearby Caversham Park. Within the two communal amenity green spaces at either end of the site the boundaries will be enhanced by the use of shrub and tree planting. The existing close 1.8 metre high boarded fence boundary of the site is to be retained and as part of the landscaping proposals, the informal play and recreation spaces would incorporate natural materials in the various features. Within the green spaces, native planting species will be favoured in order to create habitats for wildlife which will help to integrate the proposals within the existing landscape surroundings.

2.8 The landscape design for the communal gardens and along the street aims to create a sense of place through definition of each garden with planting, amenity grass with hedgerow against the boundary close board fence. To the rear of the parking spaces there will be low shrub planting to soften the transition from the street to the private communal gardens. Within the communal garden there would be storage and refuse areas and a hard surfacing area for drying. Standard street lighting columns would be installed at the requisite intervals along the entrance road and central access.

2.9 The application is being reported to your meeting because the applicant and land owner is Reading Borough Council (Regulation 3 Application) and upon the further request of Councillor Stanford-Beale (Peppard Ward) with regard to the potential amenity impacts on the local residents. It is also a major application.

### 3. PLANNING HISTORY

3.1 930753 Use of land as mobile home site for period of 5 Years PER 10.2.1994

### 4. CONSULTATIONS

#### 4.1 Statutory:

None

#### 4.2 Non-statutory:

RBC Environmental Protection & Nuisance: Recommends conditions regarding:

- site investigation to assess potential contamination plus remediation, implementation and report of contamination;
- Land gas site investigation;
- Noise & dust control scheme; and
- Hours of construction (no bonfires etc.)  
Informative re. Building Regulations (noise insulation between properties).

RBC Transport Strategy: No objection with the following comments:

- Parking provision (32 spaces) is below minimum standard for Zone 3 (42 plus 7 visitors spaces) but acceptable as are bicycle sheds for each unit
- Visibility splays of 2.4m x 70m are required to be shown on drawings plus bin storage no more than 15m from access (Revised Plan received 15th June)

RBC Natural Environment Officer (Trees & Landscape): Acceptable as proposal uses the same footprint as before (does not encroach on perimeter vegetation) subject to conditions regarding:

- Details of tree/vegetation protection measures (Heras type fencing)
- Details of hard landscaping/boundary treatment including fences open to wildlife
- Soft landscaping and play equipment prior to occupation
- Implementation of landscape maintenance
- Replacement planting (5yrs.)

RBC Natural Environment (Ecology): No objection with the following comments:

- ecological report submitted is to an appropriate standard and concludes that the risk of protected species being affected by the proposals is minimal
- the landscaping scheme is predominantly native and wildlife friendly species and as such is satisfactory.

RBC Environmental Health (Housing): No objection subject to meeting Building Regulations (fire safety)

RBC Housing Strategy (Property): No objection - valuable contribution (quality temporary accommodation) to meet the needs of homeless in Reading.

RBC Env & Neighbourhood Services (Policy & Projects): No objection subject to following details & information:

- play area/equipment including layout;
- surfacing;
- provision of entrance gates;
- litter bin;
- seat;
- alternative to wooden stepping stones (slippery when wet) and climbing wood (dangerous); plus
- who will inspect/maintain the play area?

RBC Education Division: Comments to be reported in and update to this report.

#### 4.3 Neighbour Notification:

Properties at Nos. 1-17 (All) and 34-47 (All) Orchard Grove; 13-35 (Odds) and 20-58 (Evens) Lowfield Road; and 1-4 (All) Galsworthy Drive plus Reading Crematorium & Henley Road Cemetery and BBC - Caversham Park were consulted on 10th May 2016. In addition, two site notices were displayed on 11th May 2016.

From the 67 residents notified there have been 25 responses and in addition a further 17 representations (Total 42 OBJECTIONS) received plus 1 IN SUPPORT with the following issues and concerns raised:

Previous Use:

- previous use of site (anti-social/abusive behaviour - crime, drugs, break-ins, vandalism, fence damage, fire, rubbish, noise, untidiness, broken glass, parking)
- undesirable characters/type of people associated with trouble

Proposed Use:

- will there be a limit on 56 persons/5 years? (buildings, new trees & playground look permanent)
- who will these homes be for? (homeless/RBC residents?)

Housing Policy:

- no 3-bed houses in mix (contrary to Policy DM5)
- alternative/better uses for land? (park or cemetery land)
- does not reflect long term housing strategy in Borough (housing situation/demand in Reading will not change in 5yrs.)
- temporary accom. no better than B&B/better to develop permanent housing or integrate smaller numbers elsewhere in Borough
- contrary to planning policy (prev. housing project failed)
- lack of RBC understanding, respect & common sense/arrogant
- why here? (derelict homes elsewhere in Reading)
- short term/justified by financial cost (avoids CIL charges)
- will maximise site use (not comparable to previous caravan use)
- current housing crisis is similar to post WWII (more temp housing sites in Katesgrove?) IN SUPPORT
- principle of temp housing accepted (as good as a small flat) IN SUPPORT

Traffic, Highways & Access:

- dangerous site access on bend (poor visibility)
- additional traffic on busy road (high speeds)
- potential accidents - school children cross here
- lack of footpaths outside site
- insufficient parking (how managed?)/additional parking in locality

Effects On Character & Amenities Of Area:

- temporary buildings: 5m high/appearance out of character with surrounding area - flat roofs, unsightly modular design (portacabins, barracks, hostel or prison-like) will spoil views - visible above tree line - plus high density
- character of area is quiet/well maintained including cemetery & crematorium with outside services & burials
- possible loss of trees/inadequate landscaping (for screening/privacy)
- noise from traffic generated/families with children

- construction period disruption/noise
- protected species (owl, bats) have been seen or heard on site

Impacts On Community:

- pressure on local schools & doctors, shops & services - Caversham is overcrowded (infrastructure can't support)
- effect on local community as a whole incl. safety (families/children)
- limited access to public transport & local "weekly" shops for occupants
- house prices
- new (permanent) play area would be better in nearby Farnham Rd
- path alongside crematorium creates opportunities for burglaries
- costs of policing
- travel distances to schools

Consultations:

- no local engagement/consultation before application
- insufficient consultations (100 letters?)
- site notice inadequate

## 5. RELEVANT POLICY AND GUIDANCE

5.1 Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires that proposals be determined in accordance with the development plan unless material considerations indicate otherwise. Material considerations include relevant policies in the National Planning Policy framework (NPPF) - among them the 'presumption in favour of sustainable development'. However the NPPF does not change the statutory status of the development plan as the starting point for decision making (NPPF paragraph 12).

5.2 NPPF Paragraph 50 states the need for Local Planning Authorities to *"plan for a mix of housing based on current and future demographic trends, market trends and the needs of different groups in the community ... and to identify the size, type, tenure and range of housing that is required in particular locations, reflecting local demand."*

5.3 The following development plan policies and supplementary planning guidance are relevant:

Reading Borough LDF Core Strategy 2008 (Altered 2015)

- CS1 Sustainable Construction and Design
- CS2 Waste Minimisation
- CS4 Accessibility and the intensity of development
- CS5 Inclusive Access
- CS7 Design and the Public Realm
- CS16 Affordable Housing
- CS20 Implementation of the Reading Transport Strategy
- CS24 Car/Cycle Parking
- CS33 Protection and Enhancement of the Historic Environment

CS34 Pollution and Water Resources  
CS36 Biodiversity and Geology  
CS37 Major Landscape Features and Strategic Open Space  
CS38 Trees, Hedges and Woodlands

Reading Borough LDF Sites and Detailed Policies Document 2012  
(Altered 2015)

SD1 Presumption In Favour Of Sustainable Development

DM1 Adaptation to Climate Change

DM4 Safeguarding Amenity

DM5 Housing Mix

DM6 Affordable Housing

DM10 Private and Communal Outdoor Space

DM12 Access, Traffic and Highway-Related Matters

DM17 Green Network

DM18 Tree Planting

SA8h Other Sites for Housing Development (Land at Lowfield Road)

SA17 Major Landscape Feature

Supplementary Planning Guidance

Affordable Housing SPD 2013

RBC Annual Monitoring Report (Housing) 2014-2015

Revised Parking Standards and Design SPD 2011

Residential Conversions SPD 2013

## 6. APPRAISAL

6.1 The main issue to be considered are:

- a) Housing need;
- b) Housing policy and principle;
- c) Effects on the character of the area;
- d) Impacts on amenities of neighbouring occupiers;
- e) Access, traffic & highways issues;
- f) Amenities of future occupants;
- g) Safety, security & site management
- h) Other issues (site contamination, ecology, sustainability, local infrastructure)

### Housing need

6.2 The Council's Environment & Neighbourhood Services Department has identified a significant increase in the number of homeless households approaching the Council for assistance over the past three years. The number of households that the Council has a statutory duty to house increased from 148 in 2012/13 and 218 (2013/14) to 339 in 2014/15. A significant number of these households have been placed in bed and breakfast accommodation with no alternative accommodation available.

6.3 In a report to the Housing, Neighbourhoods and Leisure Committee in November 2015 relating to the Council's Homelessness Strategy 2015-

2020, this increase was explained thus:

*“Reading’s economy is such that housing is in high demand across all tenures and house prices are amongst the highest outside London. A number of factors have resulted in an increase of homeless households. The cost of renting in the private sector has increased, driven by factors including fewer households buying property, high demand from student and young professional markets, and households moving out of London to seek more affordable accommodation. Landlord concern about the impact of Universal Credit and a rising market has led to a reduced willingness to house benefit claimants and increasing private sector evictions, often through no fault of the tenant.”*

- 6.4 The report also identifies that the availability of affordable housing is in scarce supply, stating that:

*“...due to the limited pipeline of new build affordable housing, reducing social housing stock through Right to Buy sales, high land prices, and a reducing supply of affordable private rented sector housing at Local Housing Allowance (LHA) levels (Housing Benefit will only be paid up to this amount). Further, new measures announced in the Chancellor’s autumn budget (and flowing through into primary legislation) have dramatically reduced the Council’s capacity to deliver its planned programme of new Council housing - resulting in an estimated 200 fewer new homes being developed over the coming 5 years.”*

- 6.5 Due to a shortage of affordable permanent accommodation, the use of temporary accommodation and bed & breakfast (B&B) has grown - with an increase in the number of placements and length of stay over recent years. This is unsuitable, unsettling and disruptive for homeless households. The sharply increasing demand in Reading for emergency housing has also led to a need to make B&B placements out of the Borough in some instances, which creates further problems for households.
- 6.6 To overcome this and to ensure the Council fulfils its duty to accommodate these households, the Draft Homeless Strategy 2015-2020 seeks to introduce measures which will firstly reduce homelessness; reduce the use of B&B accommodation by increasing the supply of temporary accommodation; and increase the supply of permanent affordable housing. Accordingly, the Council is looking at all options to better meet the needs of these households that would keep local people in the Borough and is more cost-effective than paying for Bed & Breakfast.
- 6.7 In line with the Council’s emerging Homeless Strategy 2015-2020, the site at Lowfield Road has been identified and approved by the Housing, Neighbourhoods and Leisure Committee (HNL Committee) as a suitable

site for temporary modular accommodation.

- 6.8 The Council's rationale for the scheme to be temporary relates to the availability of funding. At this stage, the HNL Committee have granted the expenditure of £1.2 million from the Housing Revenue Account for the site's development, including site clearance, provision of services and procurement of the units. Realistically, it would not be feasible to develop permanent housing on such a limited budget.

#### Housing policy and principle

- 6.9 The proposal forms part of the Council's wider strategy for the next 5 years as the temporary use of this site responds to the sharp increase in homelessness which needs to be accommodated immediately. In effect the proposal represents a short term cost effective solution to alleviate the rising levels of homelessness, given the restricted availability of funding.
- 6.10 Policy CS16 of the Core Strategy deals predominantly with the thresholds and levels of provision of affordable housing associated with various types and scales of development. The proposal is for a 100% affordable site. Policy DM6 of the SDPD states that the Council "*will assess the site size, suitability and type of units to be delivered in relation to the current evidence of identified needs. An appropriate tenure mix will be sought which will include social rented, affordable rent, intermediate rent and shared ownership.*"
- 6.11 Priority needs for 2014 were stated to be family sized housing, specialist accommodation for vulnerable people and extra care housing. Policy DM5 of the SDPD relates to housing mix and, for developments of more than 10 dwellings, states that at least 50% of dwellings should be of 3 bedrooms or more, having regard to all other material considerations.
- 6.12 However, the scale and temporary nature of this development means that the overall balance of the surrounding local community would not be altered in the long term and that there would continue to be a range of permanent dwelling types to meet the requirements for different people at different stages of their life.
- 6.13 Policy SA8h of the SDPD allocates the application site for housing development and states that is suitable for residential development of 21-34 dwellings but that the potential for contamination and important landscape close to the site should be considered. The policy supporting text identifies that there is potential for allocated sites such as the application site to accommodate other uses which have not been anticipated by the Local Plan. This includes the potential for specialist housing provision for groups such as vulnerable people. Differing uses for these sites could reduce the amount of housing allocated for the site. This will be appropriate provided that it does not harm the chances of

delivering sufficient housing to meet the targets set out in local policy.

- 6.14 The scale of development is comparable to the number of units in residential settings in other Council temporary accommodation, and considerably smaller than one existing block on Basingstoke Rd. The number of units proposed for the site has nonetheless been limited to what is considered to be manageable for temporary accommodation units. A temporary permission for this site would give the Council control over future disposal and use of the land should housing needs change. In the meantime, the Council would continue to re-assess housing needs and consider all options at that time. If at the end of the 5 year period there is still an identified need for temporary accommodation on this site a further application seeking renewal could be submitted.

#### Effects on the character of the area

- 6.15 Policy CS7 of the Core Strategy seeks to ensure that development is of a high design quality that maintains and enhances the character and appearance of the area in which it is located. Layout, landscape, density, scale and materials will be assessed.
- 6.16 The site is noted to be a 'transitional' space located between an area of open space to the north and west and residential to the east and south. As such, strong focus has been given to site landscaping. Timber cladding for the units is considered an acceptable material as it is noted that a number of properties within the locality have clad detailing.
- 6.17 Policy DM18 of the SDPD seeks to make provision for tree planting within sites to maintain and enhance the character and appearance of the area. Policy CS38 of the Core strategy protects trees, hedges and woodlands whilst looking to extend vegetation cover where possible. The boundary tree/hedgerow retention and new planting and landscaping proposals within the site (described in 2.7-2.8 above) would thus achieve the objectives of these policies.
- 6.18 Policy SA17 of the SDPD lists the areas of the Borough considered to be Major Landscape Features to be applied with Policy CS37 of the Core Strategy which confirms that planning permission will not be granted for development that would detract from the character and appearance of such a feature.
- 6.19 The height of the buildings and their natural appearance will ensure minimal impact to the nearby 'Major Landscape Feature' of Caversham Park (including Reading Crematorium and Henley Road Cemetery) which is a Registered Park and Garden. It should be noted that the site has remained derelict for 10 years and thus contributes little visually to the setting of Caversham Park. The temporary proposals would therefore enhance the site's existing appearance.

- 6.20 Policy DM17 of the SDPD requires new development to provide open space and landscaping within a scheme to maintain or link into and thus consolidate the existing Green Network. The proposals within the site layout for green spaces and planting would accord with the policy.
- 6.21 In summary, the proposal responds positively to its local context by providing a design which is suitable for the site given its transitional location between Caversham Park and an established residential area. In terms of impacts upon the adjacent landscape and heritage designation, the existing vegetation will largely screen the development from Caversham Park, particularly given the low rise scale of the development and additional landscaping. The proposals represent a temporary improvement to the site which currently brings no benefit to the setting of Caversham Park.

Impacts on amenities of neighbouring occupiers

- 6.22 Policy CS7 of the Core Strategy states that development should respond positively to their local context and create safe and accessible environments where fear of crime does not undermine quality of life or community cohesion. It should address the needs of all in society and be visually attractive with high quality built forms and spaces.
- 6.23 Policy DM4 of the SDPD seeks to safeguard residential amenities and living environments and in particular whether developments will cause significant detrimental impact to the living environment of existing or new residential properties in terms of privacy, noise and disturbance, lighting or crime and safety etc.
- 6.24 The site is enclosed with an established belt of hedgerow along all boundaries which screens much of the site from most nearby properties. As a result and due to the separation distances there will be no significant overlooking possible from the bedroom or living room windows of the top floor units. The proposals would thus have no effect on the privacy of the nearest properties on the west side of Lowfield Road (which are located more than 25 metres to the east) or those in Orchard Grove beyond the footpath to the south (40m plus). Access to sunlight and daylight for these properties would be unaffected whilst the street lighting installations proposed for the site (details of which would be requested by condition) are to be kept to the minimum to ensure that these are not intrusive.
- 6.25 It is concluded that there would be no dominant visual or overbearing effects from the development and no other significant harm through noise or disturbance caused to the detriment of the amenities of the nearest neighbouring occupiers in these respects. The site management concerns raised in consultations are considered under a separate heading in the report below.

#### Access, traffic & highways issues

- 6.26 Policy CS20 of the Core Strategy seeks to implement the Reading Transport Strategy by ensuring that development should contribute to the provision of a balanced transport network and improved accessibility generally with alternatives to the use of private cars (such as walking, cycling and the use of public transport). In relation to the scale and intensity of the development, Policy CS4 of the Core Strategy assesses the level of such accessibility to local pedestrian routes and bus services.
- 6.27 Policy DM12 of the SDPD permits development where the proposals would not be detrimental to the safety of users of the transport network including pedestrians and cyclists.
- 6.28 The Council's Transport Strategy Officer has approved a revised plan indicating that adequate visibility splays at the site access in Lowfield Road are fully achievable. The location of the refuse bin collection point Shown has also been agreed alongside the internal road inside the site entrance. The parking provision and layout associated with the development has been accepted. The number of spaces to be provided is less than the standard set out in the Council's Revised Parking Standards and Design SPD (1.5 spaces per dwelling plus 1 visitor space per 4 dwellings) however there is additional capacity within the site if needed and a good level of accessibility to public transport whilst the nature of the use means that lower levels of car ownership are likely.

#### Amenities of future occupants

- 6.29 Policy DM4 of the SDPD seeks to safeguard residential amenities and living environments of existing or new residential properties in terms of privacy, noise and disturbance, lighting or crime and safety etc. Policy CS7 of the Core Strategy considers how the urban design objectives of a development should create safe and accessible environments that are usable and understood by all who use them and with good high quality built form and spaces.
- 6.30 Policy DM10 of the SPDP states that dwellings will be provided with functional private or communal (in the case of flats) outdoor open space that allows for suitable sitting-out areas, children's play areas, refuse storage and drying space. These outdoor areas will respect the size and character of other similar spaces in the area and be related to the main entrances, enhancing the perception of safety for the residents and general public without being compromised by overlooking or overshadowing etc. The proposed layout demonstrates that the site is large enough to accommodate such outdoor amenity space for the future occupants.
- 6.31 The proposed layout and landscaping scheme seek to provide a visually

attractive and safe environment for occupants. Parking and communal amenity areas are located immediately adjacent to each block, providing adequate provision of outdoor amenity space including passive surveillance of these areas and parked vehicles.

- 6.32 Each unit is 50.6 sqm, which for the type of development proposed which is intended to be occupied by households for only a temporary period (typically 1-2 years) is considered to provide a satisfactory level of living accommodation and standard of residential amenity.
- 6.33 For instance, the Council's adopted floorspace standards in the Residential Conversions SPD set a minimum of 6.5 sqm (for a 1 person bedroom), 10.5 sqm (2p bedroom) and 7 sqm for a kitchen. These standards are strictly applicable to Houses of Multiple Occupation, but may nonetheless be applied to this development as minimum standards to ensure sufficient space for temporary occupation. The proposed units exceed these standards with bedroom sizes of approximately 12 sqm and a living area of approx. 24 sq m. The floorspaces proposed are therefore sufficient to meet the short term needs of prospective occupiers.
- 6.34 Policy CS2 of the Core Strategy also promotes layouts and designs that provide adequate space for waste storage and recycling and the bin storage location would allow the occupants of the units to access their refuse for collection and recycling safely.
- 6.35 In summary, the proposal would provide suitable living accommodation for the temporary occupiers of these units and as such is in accordance with the relevant LDF Policies CS2, CS7 and DM10.

#### Safety, security & site management

- 6.36 As stated, Policy DM4 of the SDPD considers the potential for detrimental impacts to the living environment of existing or residential properties including noise and disturbance, crime and safety etc. These potential impacts have been described by local residents' in recalling various incidents associated with the previous use of the site for temporary housing and those problems have been acknowledged by the Council.
- 6.37 However, there is no evidence that there will be such occurrences. In any case, planning permission could not be withheld for this reason unless there would be demonstrable material harm or the development clearly conflicted with adopted policy.
- 6.38 Nonetheless, in view of the number of concerns raised on this issue, the Council has undertaken to ensure that services are in place to minimise as much as possible any possible problems for local residents that may arise. The following measures demonstrate the management techniques that would be put in place:

- all households who are allocated temporary accommodation will undergo an assessment to determine whether they have any support needs and if so will be allocated a support worker to assist them in addressing particular areas of need and helping them to sustain their accommodation.
- a Housing Officer will visit the property regularly to ensure that it is being maintained properly and that tenants are abiding by the terms of their licence agreements. They will also pick up any areas of concern tenants have and link them into local services.
- an Anti-Social Behaviour Officer will have responsibility for dealing with any issues that may arise and will take swift remedial action where required.
- tenants will also be offered a range of debt, budgeting and employment advice should they require it.

6.39 Apart from the welfare of the occupants, the general maintenance, safety and security of the whole site, in particular the communal amenity spaces and children's play areas, would be a priority for the Council Housing Officer. The management of the play area will be further subject to an annual inspection of the equipment itself and surrounding surfaces with any repairs/replacement being undertaken as required. Reading Borough Council's own Housing Management Team will have full responsibility for the site using statutory powers whilst the site maintenance duties would be directed to Property Services.

6.40 Members of the general public and the police would be advised by letter and/or notice(s) displayed around the site boundaries closest to existing dwellings of the name and contact details of a person within the Council should there be a need to report any incidents or concerns that need to be investigated.

6.41 In addition to the management controls described, a number of suitable conditions are also recommended that are intended to prevent other significant nuisances arising and continuing uncontrolled. Such matters as the street lighting, litter collection, vandal proof new fencing and secure refuse storage can all be controlled through suitably worded conditions.

6.42 With such management controls, it is considered that the amenities of local residents and other nearby occupiers would be adequately safeguarded.

#### Other issues

Site Contamination:

6.43 Policy CS34 of the Core Strategy permits development where it would not

damage the environment through air, land, noise or light pollution; where it would preserve ground surface water quality and where existing water and sewerage treatment infrastructure are adequate. Proposals sensitive to pollution levels will be permitted in areas where these are low or where mitigation measures can be provided. Where development is proposed on land affected by contamination it should be demonstrated that satisfactory remediation is possible.

- 6.44 Policy SA8h of the SDPD identifies possible land contamination issues. As such, a Phase I Geotechnical Survey has been undertaken to ascertain the likely risks. The survey concludes that the risk to human health and the environment from potential contamination is low to moderate. The report suggests that land stability is not an issue. If land remediation is required however, this could satisfactorily be undertaken and secured through a planning condition requiring site investigation as necessary. Accordingly, the proposals comply with Policy CS34.

Ecology:

- 6.45 Policy CS36 of the Core Strategy states that development should retain, protect and incorporate features of biodiversity (including protected species and their habitats) found within the application site. Sites with recognised biodiversity value are to be protected from adverse impacts whilst those designated as wildlife sites are fully safeguarded. Proposals which would threaten an established wildlife link or network of such will not be permitted.
- 6.46 In accordance with Policy DM18 of the SDPD, new development should make provision for tree planting within the application site to maintain the character and appearance of the area and provide for biodiversity.
- 6.47 The site's perimeter is occupied with dense vegetation and part of the vegetation along the north eastern site boundary is identified within the Council's Proposals Map (2012) as part of the wider Green Network under Policy DM17 of the SDPD. To enhance this network the proposed landscaping will include native species and will be incorporated with the wider vegetation to create a habitat corridor. Other ecological enhancements proposed including the installation of bird and bat boxes.
- 6.48 The ecology report submitted with the application concludes that the proposals would not adversely affect any ecological designations within the area and recommends mitigation measures during construction to ensure the proposals will not impact protected species. Further bat and bird surveys may be required prior to the commencement of development, and if required may be secured by planning condition. The proposed landscaping scheme including the mitigation measures and ecological enhancements expressed within the Phase I report ensures the proposal will not have an adverse impact upon local flora and fauna. As such, the proposals are in accordance with Policies CS36, DM17, DM18.

Sustainability:

- 6.49 Policy CS1 of the Core Strategy requires that new development maximises the use of energy efficiency and conservation measures in their design, layout and orientation and incorporates sustainable urban drainage facilities that minimise the size of impermeable areas so that peak run-off is reduced where possible and no greater than the original conditions of the site.
- 6.50 The proposed development is of modular construction. The construction methods for this type of development have improved significantly in recent years. Each unit is designed and engineered with particular attention to thermal and acoustic performance and have fire resistant walls. This means each unit is better insulated and is warmer, safer and quieter. All fenestrations will be installed with double glazed UPVC for optimum thermal performance and solar heat gain efficiency.
- 6.51 For maximum solar gain, the buildings are orientated within 20 degrees of north to maximise the windows facing the south west. The development is surrounded by a dense belt of vegetation which would act as a wind and rain buffer or provide shade to the amenity space at various times of the day. Cross ventilation and appropriate internal shading such as blinds and curtains will mitigate against the effects of overheating from the sun.
- 6.52 Water use will be conserved by installing flow restrictors to taps and showers, including installation of a dual flush toilet. During construction, waste residues will be minimal on the basis that the modular units will be constructed offsite. Any waste generated onsite will be dealt with responsibly and in accordance with the waste hierarchy, opting to reuse and recycle where possible. Adequate waste and recycling storage has been incorporated into the layout, ensuring that recyclables and waste is separated before collection.
- 6.53 No on-site energy generation is proposed due to the temporary nature of the development and limited availability to funding (scheme viability). As far as practicable, sustainability measures have been incorporated into the development.
- 6.54 A statement to confirm that the proposed site layout and characteristics are suitable for surface water run-off management has been requested. However, given the expansive and natural site borders and open space provision made within the site layout this is not likely to be an issue for concern.
- 6.55 The measures identified above confirm that the development would comply for the most part with the objectives of Policies CS1 and CS2 of the Core Strategy and DM1 of the SDPD, which in this instance is accepted in light of the identified urgent need for this type of accommodation.

#### Local Infrastructure:

- 6.56 The site comprises previously developed land within an urban area which is residential in character. The site is within close proximity to bus routes, local shops, schools and open space.

Facilities within walking distance of the site include

- Rosemore House (approx. 200m E) with local shops and takeaways;
- a mini recycling centre;
- public transport bus services from Lowfield Road (Reading Bus Route No. 23 every 20-30 mins and Community Link No. 28);
- Micklands Primary School (approx. 330m SW); and
- Caversham Park to the north

As such, the proposed use and its location is considered sustainable.

- 6.57 The Council's Education Service confirmed in the report to the Housing, Neighbourhood and Leisure Services Committee in November that this area has capacity in terms of the likely demand for school places which the accommodation would generate.

- 6.58 Community Infrastructure Levy charges do not apply to temporary structures and thus there is no requirement in this regard.

#### Matters Raised in Representation

- 6.59 These have been addressed elsewhere in the report, summarised in 4.3 above and under the relevant headings in the Appraisal.

#### Equalities Act

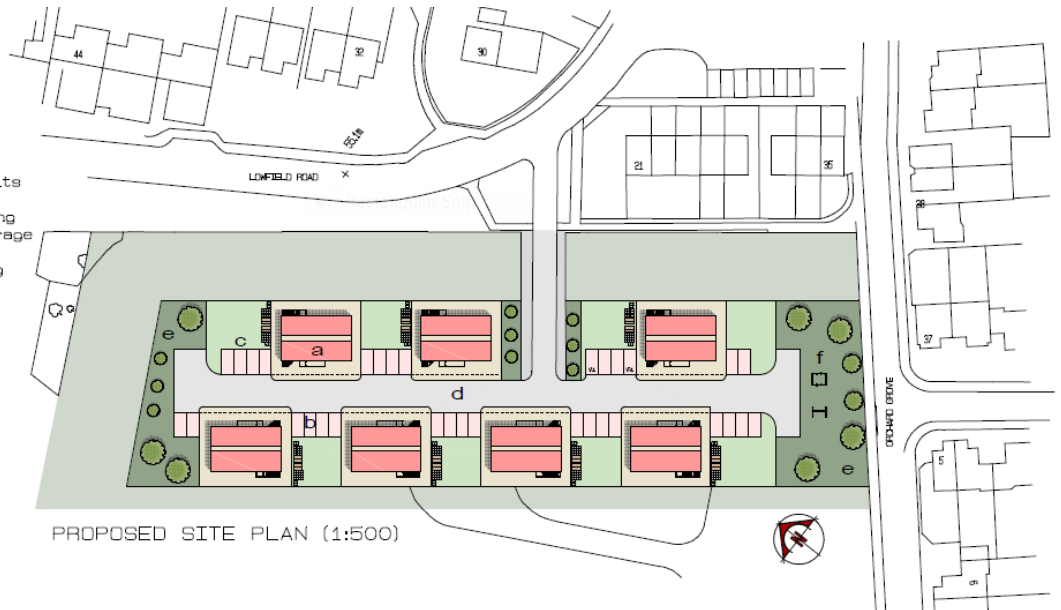
- 6.60 In determining this application the Council is required to have regard to its obligations under the Equality Act 2010. The key equalities protected characteristics include age, disability, gender, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief and sexual orientation. There is no indication or evidence (including from consultation on the application) that the protected groups have or will have different needs, experiences, issues and priorities in relation to this particular planning application.

## 7. CONCLUSION

- 7.1 The current use being sought is comparable to that when this land was being used for temporary housing purposes until 2006. The application site is allocated under Policy SA8h of the adopted LDF Sites and Detailed Policies Document for residential development. In the long term this land is therefore suitable for permanent dwellings. However there is a clearly identified and urgent need to provide temporary accommodation for homeless persons and families in the Borough, and the proposal is considered the most cost-effective short-term solution to help resolve this



**SITE PLAN KEY**  
 a new dwelling units  
 b car parking  
 c amenity, including drying areas, storage and refuse  
 e soft landscaping  
 f play space

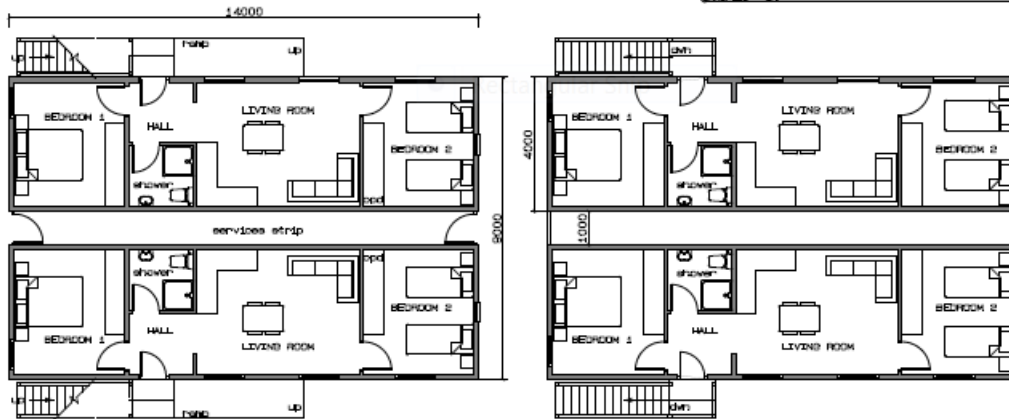


PROPOSED SITE PLAN (1:500)



FRONTING ONTO ACCESS ROAD SIDE(S) FACING AWAY FROM ACCESS ROAD SIDE(S)  
 PROPOSED ELEVATIONS & SECTION (1:100)

**FINISHES:**  
 HALLS - GLED WITH ROBERTY - NATURAL TIMBER FLOORING  
 KITCHEN - ALUMINIA EVALON SINKLE FLY MEMBRANE - SLATE GREY  
 KITCHENS - HILAR FRETTLE OR LINDA KITCHENS  
 DOORS - 28 DOORS, 85% COMPOSITE CONSTRUCTION  
 STAIRWAYS - PAINTED METAL  
 SANITARIES - 302



GROUND FLOOR  
 PROPOSED FLOOR PLANS (1:50)

FIRST FLOOR



PROPOSED STREET SCENE (viewed from internal access road) (1:250)



# TILEHURST



## COMMITTEE REPORT

BY THE DIRECTOR OF ENVIRONMENT AND NEIGHBOURHOOD SERVICES READING BOROUGH COUNCIL PLANNING APPLICATIONS COMMITTEE: 29 June 2016	ITEM NO. 14
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Ward: Tilehurst

App No.: 160705

Address: Meadway Sports Centre, Conwy Close, Tilehurst, Reading

Proposal: Proposed extension to an existing car park at The Meadway Leisure Centre in Conwy Close, Tilehurst.

Applicant: Reading Borough Council

Date received: 15 April 2016

Minor Application 8 week target decision date: 7<sup>th</sup> July 2016

Planning Guarantee (26 weeks) Date: 9<sup>th</sup> November 2016

### RECOMMENDATION:

Delegate to the Head of Planning & Regulatory Services to:  
GRANT Full Planning Permission.

#### Conditions to include:

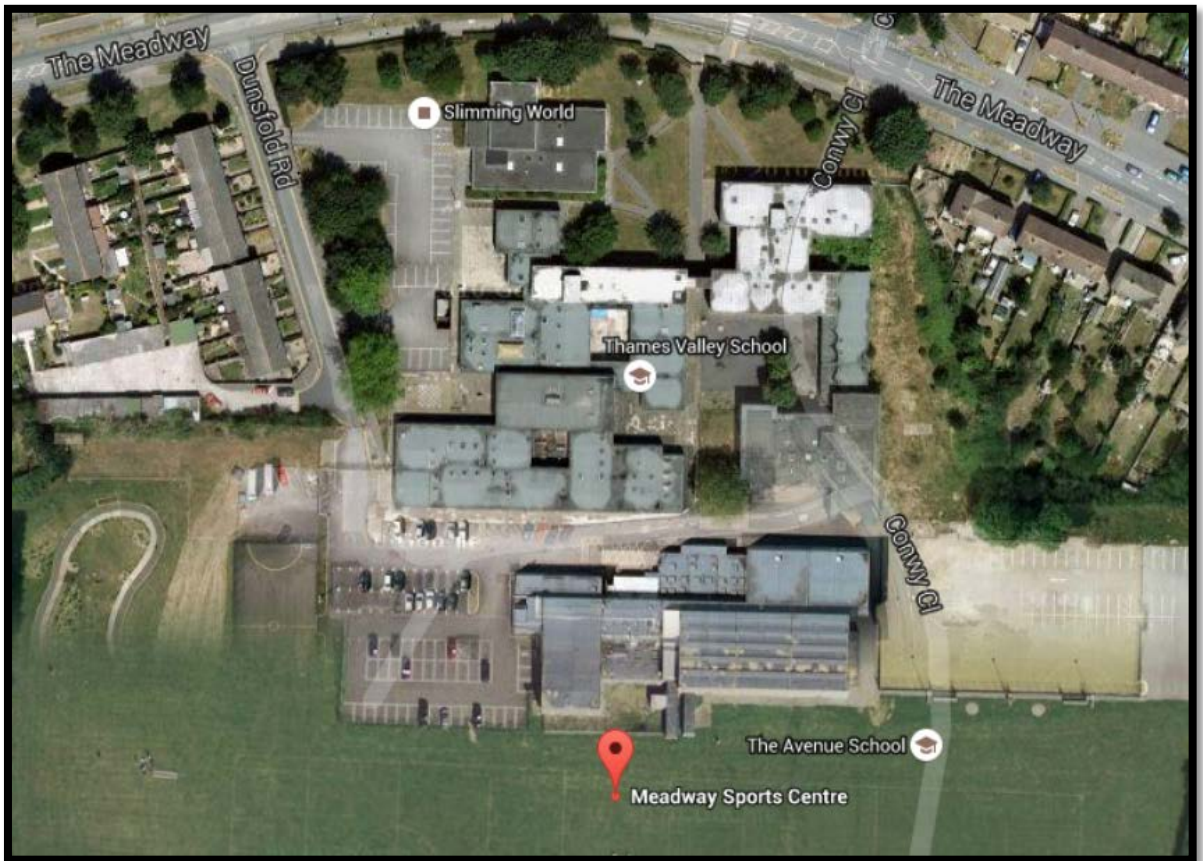
1. Time limit -3 years
2. Approved Drawings
3. Materials
4. Vehicle parking in accordance with approved plans
5. Car Management Plan

#### Informatives to include:

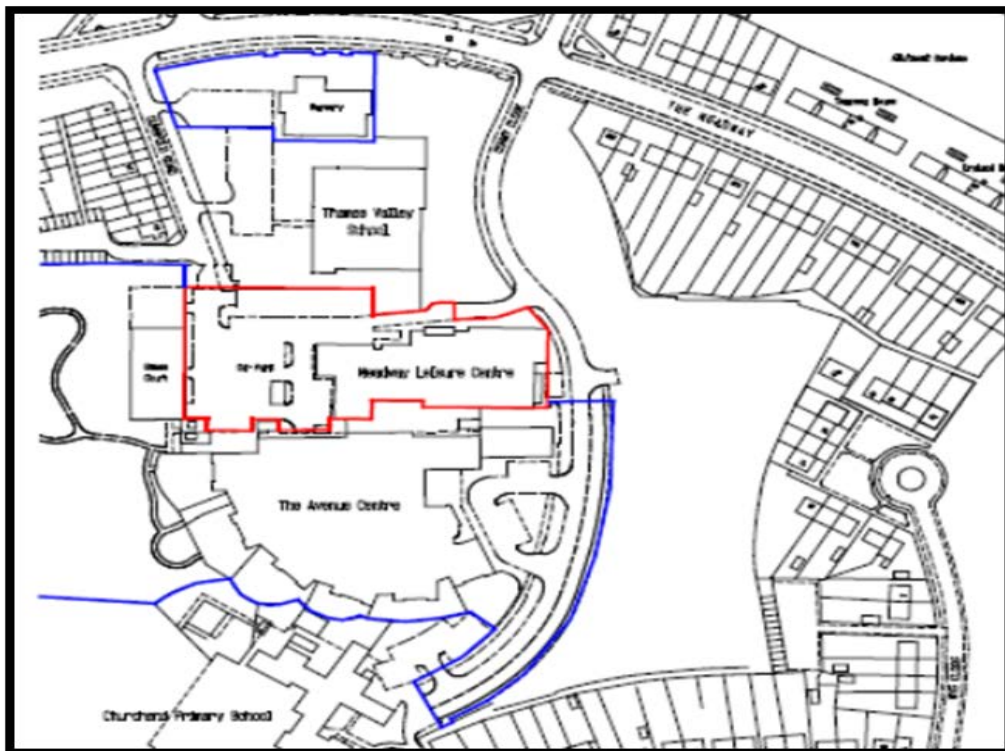
1. Terms and conditions.
2. Positive and proactive.

### 1. Site Description and Surrounding Area:

- 1.1. The application site is located along the northern boundary of the existing car park to the Meadway Leisure Centre and is approximately 750 sq. metres in area.
- 1.2. Immediately to south of the Leisure Centre site is The Avenue Centre that includes the Avenue School.
- 1.3. To the west of the development site are playing fields associated with The Avenue Centre.
- 1.4. To the east of the development site is an access drive which leads to Conwy Close, the main vehicle and pedestrian route to The Avenue Centre and The Meadway Leisure Centre from The Meadway.
- 1.5. To the north of the development site is Dunsfold Road, which contains a row of two storey terraced houses and Thames Valley School.



Aerial photo of the overall site (source - Google Maps)



Location map (not to scale - source: submitted Planning Statement).

2. Proposal:

2.1. Permission is sought for the extension and reconfiguration of an existing car park at The Meadway Leisure Centre. Based on the permission granted in 2006

(reference 06/00253/REG3) for the centre, the approved parking provision was for 104 spaces within this parking area but this layout has not been fully implemented. The proposed parking layout provides 112 spaces so an increase of 8 spaces from as originally approved.



Pictorial view of the site

2.2. There is no change to the number of employees and visitors to Meadway Centre envisaged arising from the additional parking as proposed. The additional spaces are needed to help accommodate parking by some of the staff and visitors who currently use land to the east of Conwy Close earmarked for residential development, subject to the grant of planning permission.

### 3. Plans and Documents Considered

- PDR/15/003/005 (F) Amended Site and Proposal Plan received 2<sup>nd</sup> June 2016
- VASL/15/001/001 Location Plan received 19<sup>th</sup> April 2016
- PDR/15/003/003 Block Plan received 19<sup>th</sup> April 2016
- PDR/15/003/004 Existing Site and Parking Plan received 19<sup>th</sup> April 2016
- Planning Statement received 19<sup>th</sup> April 2016

### 4. Relevant Planning History

4.1. The relevant planning history for the site is as follows:

- 13/00254/FUL - Demolition of part of former comprehensive school and erection of part-single storey, part two storey school for pupils with autism: (Granted).
- 06/00253/REG3/RE -Redevelopment of school playing field to erect a mixed used educational centre to include special needs school, community uses and ancillary educational staff offices and conference facilities for the Reading Education Centre, incorporating new access road, parking and highway works with associated landscaping and re-provision of public open space: (Granted).

- You need the old residential scheme here too - Granted but not implemented.

## 5. Consultation Responses

No letters were received from consulted residents.

### Non-statutory responses

- 5.1. RBC Transport - No objection subject to appropriate conditions. The scheme from 2006 (reference 06/00253/REG3) permitted a parking provision of 104 spaces within this parking area but this layout has not been fully implemented. The proposed parking layout provides a provision of 112 spaces so is only an increase of 8 spaces.

Given the increased parking provision and the pressures that will occur following the removal of the temporary car park a car park management plan should be submitted to and approved prior to the proposed spaces being brought into use.

- 5.2. RBC Natural Environment (Trees) - No objection as there are no trees within the proposed area of car park extension.

- 5.3. RBC Environmental Health - No objection to the proposals

## 6. Relevant Planning Policy and Guidance

- 6.1. Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires that proposals be determined in accordance with the development plan unless material considerations indicate otherwise. Material considerations include relevant policies in the National Planning Policy framework (NPPF) - among them the 'presumption in favour of sustainable development'.

### 6.2. National:

- National Planning Policy Framework

### 6.3. Reading Borough Core Strategy (January 2008):

- CS4 (Accessibility and the Intensity of Development)
- CS5 (Inclusive Access)
- CS7 (Design and the Public Realm)
- CS24 (Car / Cycle Parking)
- CS38 (Trees, Hedges and Woodlands)

### 6.4. Reading Borough Sites and Detailed Policies Document (2012):

- DM4 (Safeguarding Amenity)
- DM12 (Access, Traffic and Highway-Related Matters)
- DM18 (Tree Planting)

### 6.5. Supplementary Planning Guidance

- Revised Parking Standards and Design (2011)
- Sustainable Design and Construction (2011)

## 7. APPRAISAL

The main issues are considered to be:

- The principle of the development

- Appearance and Impact on character of the area
- Neighbouring amenity
- Transport Issues
- Flooding
- Equality Impact

#### The principle of the development

- 7.1. The principle of car parking on the site is already established and the proposals to extend and reconfigure the existing carpark by incorporating land within the curtilage of the Meadway Sports Centre are therefore considered acceptable. As highlighted within the proposals section above the additional parking will be used by some of the staff and visitors to the centre currently using the temporary parking on land opposite the centre that is earmarked for residential development subject to grant of planning permission. Subject to other planning considerations, the principle of the proposal is considered acceptable.

#### Appearance and Impact on character of the area

- 7.2. The new car parking area will not negatively impact on the existing buildings, landscaping or surrounding area, as the necessary groundwork alterations are minimal and will not change the overall appearance of the area.

#### Neighbouring Amenity

- 7.3 To protect the amenities of the neighbouring properties on Dunsfold Road from light pollution, additional low level light standards will be provided to illuminate the new area of car park. It should be noted that the Council's Environmental Health Officer did not object to the proposals.

#### Transport Issues

- 7.3. The Council's Transport Development Control Manager has assessed the proposals and raised no objection. Given the increased parking provision and the pressures that will occur following the removal of the temporary car park currently being used as supplement to the existing car park, the Council's Transport Development Control Manager has recommended that a car park management plan should be submitted and approved prior to the proposed spaces being brought into use.
- 7.4. The new car parking areas will comply with the layout and dimensions specified in the Revised Parking Standards and Design SPD.

#### Flooding

- 7.5. The site lies within Flood Zone 1 - low probability, which means that the likelihood of flooding in any year is less than 0.5% (1 in 200). The extended car park would drain into the existing car park and utilise the existing road gullies and surface water drainage system that is already installed. As such the proposed development it will not increase the risk of flooding elsewhere.

#### Equality Impact

- 7.6. In determining this application the Council is required to have regard to its obligations under the Equality Act 2010. The key equalities protected characteristics include age, disability, gender, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief and sexual orientation. There is no indication or evidence that the protected groups have or will have different needs, experiences, issues and priorities in relation to these particular planning applications.

7.7. In terms of the key equalities protected characteristics it is considered there would be no significant adverse impacts as a result of these developments.

CONCLUSION

7.8. The proposals are considered acceptable in planning terms subject to the imposition of appropriate planning conditions.





# **CONSULTATION BY OTHER AUTHORITIES**



## COMMITTEE REPORT

BY THE DIRECTOR OF ENVIRONMENT AND NEIGHBOURHOOD SERVICES

READING BOROUGH COUNCIL

ITEM NO. 15

PLANNING APPLICATIONS COMMITTEE: 29<sup>th</sup> June 2016

Ward: Out of Borough

App No.: 160712 (West Berkshire Council ref 16/00710/FULEXT)

Address: Land at Junction Of Mill Lane Bath Road Calcot Reading Berkshire

Proposal: Full planning application for the erection of 45 dwellings (including affordable housing) with public open space, hard and soft landscaping and creation of a new vehicular access from The Chase with associated pedestrian improvements.

Applicant: Bellway Homes (Thames Valley) Ltd

Date received: 5<sup>th</sup> April (by West Berkshire Council)

Major Application: West Berkshire 13 week target decision date: 5<sup>th</sup> July 2016

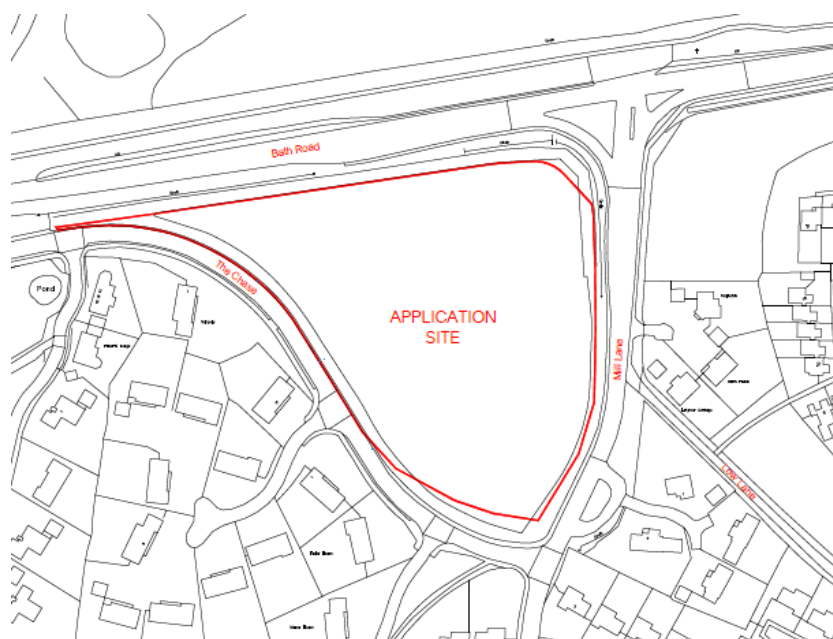
### RECOMMENDATION:

That West Berkshire Council be informed that Reading Borough Council raise NO OBJECTION to the proposal.

That West Berkshire Council is sent a copy of this report for their information and use.

## 1. INTRODUCTION

- 1.1 The Council have been consulted by West Berkshire Council on an application for development of 45 dwellings on a site at the junction of Bath Road and Mill Lane in Calcot, some 500m west of the Reading Borough boundary. The site is currently undeveloped, and is not identified in West Berkshire's existing or emerging development plans.



Site Location Plan

## 2. PROPOSAL

- 2.1 The proposal is for a development of 45 dwellings on previously

undeveloped land. These consist of 27 houses (4 x 2-bed, 12 x 3-bed and 11 x 4-bed) and 18 apartments (2 x 1-bed and 16 x 2-bed).

- 2.2 Vehicular access would be taken from The Chase, a residential road to the south of Bath Road.

### 3. RELEVANT PLANNING HISTORY

No relevant planning history on this site dealt with by Reading Borough Council.

### 4. CONSULTATIONS

- 4.1 WBC has carried out its own consultations. RBC's consultation responses are outlined below

#### 4.2 RBC Transport Development Control:

The proposed development consists of a residential development for 45 new dwellings and creation of a new vehicular access from The Chase in the form of a priority junction. These comments relate to the effects of the development within the Borough of Reading, as the administrative boundary is located 450m west of the proposed development. They do not relate to the design of the accesses proposed as this will be for West Berkshire as the Highways Authority to determine.

The site itself is located to the south of the A4 Bath Road. The eastern boundary of the site is adjacent to Mill Lane and the southern boundary is adjacent to The Chase. Mill Lane meets the A4 Bath Road to the north of the site at a signalised priority junction.

No assessment has been submitted regarding the distribution of trips into Reading Borough Council's administrative area. However, it is calculated that this site would likely generate 25 vehicle trips in the AM Peak and 25 vehicle trips in the PM Peak equating to 220 daily vehicle trips. Whilst a significant number of these vehicular trips will be travelling on to this authority's network, it is unlikely that the proposal would result in a material impact on the safety and efficiency of the local highway network given the small increase in peak hour movements.

It should be noted that the A4 Bath Road / Mill Lane and the Horgarth Ave / A4 Bath Rd signalised junctions has been assessed as part of planning application for the proposed development of a Lidl food retail store on the A4 Bath Road and has been confirmed as being within capacity. The proposal equates to approximately one additional vehicular trip every three minutes; therefore, the development is unlikely to have a significant impact on the operation of this junction or a severe impact the Borough's highway network.

Please therefore advise West Berkshire Council that we have no objections to the proposal.

#### 4.3 RBC Trees and Landscape:

The mature and informal tree cover to the north of the site is highly significant in views from the Bath Road and will play an important part in screening the development from the highway. The tree cover currently in this area is informal with mixed ages and species of trees. There is a

shrubby, naturalised understorey. Similar tree screening is mirrored on the opposite side of the highway and along this stretch of the Bath Road giving it a verdant semi-rural character. We would like to see the tree cover in this area retained where possible without becoming too thinned out or formally landscaped in keeping with the surrounding street scene of Bath Road.

We would support every effort to protect and retain the key trees along the northern boundary where at all possible with the root protection areas offset to take into account the adjacent public highway.

## 5. RELEVANT PLANNING POLICY AND GUIDANCE

5.1 Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires that proposals be determined in accordance with the development plan unless material considerations indicate otherwise. Material considerations include relevant policies in the National Planning Policy Framework (NPPF) - among them the 'presumption in favour of sustainable development'.

5.2 The following local and national planning policy and guidance is relevant to this application:

National Planning Guidance  
National Planning Policy Framework

West Berkshire Local Development Framework  
West Berkshire Core Strategy (adopted 2012)  
Saved Policies from the West Berkshire Local Plan 1991-2006

## 6. APPRAISAL

6.1 The main issues of potential significance to RBC are in terms of transport, impact on local infrastructure and visual effects.

### (i) Transport Implications

6.2 As set out in paragraph 4.2, Transport Development Control have considered the proposal and consider that there are unlikely to be significant effects on the highway network within Reading Borough. Therefore, no objection on these grounds is necessary.

### (ii) Social and community infrastructure

6.3 The proximity of the development to the Borough boundary means that it is possible that there may be some use of health and/or education facilities in Reading as a result of this development, although the closest primary schools are in West Berkshire. However, West Berkshire currently operates the Community Infrastructure Levy. General contributions towards primary and secondary education and towards healthcare are listed on the Regulation 123 list, i.e. the schemes towards which CIL contributes. These will therefore be covered by CIL rather than Section 106, and there are no specific contributions to be sought from this scheme towards infrastructure provision in Reading. However, it is worth commenting to West Berkshire Council that there are substantial cross-boundary demands on local infrastructure, and emphasising the importance of joint working on identifying infrastructure pressures in the local area and directing new provision accordingly.

6.4 In terms of open space, the site includes 0.31 ha of open space to serve the development, to comply with West Berkshire's policy requirements. The site is around 500m from the Kennet Meadows, and is some distance from the nearest substantial public open space in Reading Borough (some 1300m from Prospect Park). It is not therefore considered that there will be any significant impact on Reading's open spaces.

(iii) Visual impact

6.5 The A4 corridor in this area is characterised by trees and hedgerows on either side of the road, and this site is currently fringed with trees to the north and the east, the directions of most relevance to Reading. These trees would be retained in the proposal.

6.6 The comments from the Council's Trees and Landscape team support the retention of the trees and vegetation on the boundary to the north. This should be communicated to West Berkshire Council.

7. CONCLUSION

7.1 As there are not expected to be any significant impacts on RBC in terms of transport or retail, it is recommended that RBC raise no objections to this proposal.

Case Officer: Mark Worringham

# Planning Layout

